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External Monitoring and Evaluation for the European Union Regional Trust Fund in response to the Syrian Crisis, the 'Madad Fund'

Evaluation of Madad-funded Programmes/ Projects for Higher Education

Evaluation Report

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Painting by a refugee student at Zarkha University in Jordan,

Photographed with permission at the EU Syrian student corner of the Zarkha University



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1. Glossary of Acronyms

AGFUND	Arab Gulf Program for Development
AOB	Arab Open University
AUB	American University of Beirut
BA	Bachelor programme
CEF	Common European Framework
CfP	Call for Proposals
DAAD	German Academic Exchange Service
DAFI	Albert Einstein German Academic Refugee Initiative
DFID	Department for International Cooperation
EAA	Education Above All
ECTS	European Credit Transfer and Accumulation System
EEA/Doha	check
EIDHR	European Instrument for Democracy and Human Rights
EQ	Evaluation Question
EU	European Union
EUD	European Union Delegation
EUTF	European Union Regional Trust Fund in Response to the Syrian Crisis, the Madad Fund
FAE	Faculty of Agriculture Engineering
FAFA	Financial and Administrative Framework Agreement
FRIT	EU Facility for Refugees in Turkey
GDP	Gross Domestic Product
GJU	German Jordanian University
GoJ	Government of Jordan
GPA	Grade Point Average
HE	Higher Education
HEEAP	Higher Education English Language Programme
HEI	Higher Education Institution
HIBA	Higher Institute of Business Administration
HOPES	Higher and Further Education Opportunities and Perspectives for Syrians
ICT	Information and Communication Technology
IDPs	Internally Displaced Person
IELTS	International English Language Testing System
ILO	International Labour Organization
IPA	Instrument for Pre-Accession Assistance
IsDB	Islamic Development Bank
ISIS	Islamic State of Iraq and the Levant
ISKUR	Turkish Employment Agency
JOD	Jordanian Dinar

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JUST	Jordan University of Science and Technology
KRI	Kurdistan Region of Iraq
LIU	Lebanese International University
LU	Lebanese University
MA	Masters programme
MENA	Middle East and North Africa
MoE	Ministry of Education
MoHE	Ministry of Higher Education
MoNE	Ministry of National Education
NAF	National Aid Fund (Jordan)
NGO	Non-governmental organisation
ODI	Overseas Development Institute
OIC	Organisation of Islamic Cooperation
PMO	Prime Minister's Office
PRL	Palestinian Refugees in Lebanon
PRS	Palestinian Refugees from Syria
PTA	Parent-Teacher Association
QA	Quality Assurance
RESCUE	Refugees Education Support in MENA countries
ROI	Return on Investment
SIS	Student Information System
SPSS	Statistical Package for Social Sciences
SuTP	Syrians under Temporary Protection
TEC	Temporary Education Centres
TVET	Technical and Vocational Education and Training
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
USJ	Université Saint Joseph
WFP	World Food Programme
YÖK	Higher Education Council
YÖS	Examination for International Students (Turkey)
YTB	Presidency for Turks Abroad and Related Communities



2. Executive Summary

This evaluation was commissioned by DG/NEAR to PARTICIP with the overall objective to assess the current generation of EUTF-funded HE support programmes and to identify elements of future EUTF interventions contributing to improving opportunities for Refugees from Syria, Syrian and Iraqi IDPs and vulnerable host communities to access Higher Education. The reviewed contexts are Turkey, Jordan, Lebanon and Iraq-KRI. The reviewed programmes are the HOPES programme in all four countries, the UNHCR programme in Turkey, the GJU programme in Jordan, and the SPARK programme in Turkey, Lebanon and Iraq-KRI.

As the evaluation is to be instrumental to planning the future, it is a strategic evaluation documenting the summative elements with an emphasis on their formative value. Based on evidence of the past, this report provides a strategic perspective on future action.

The perspectives, realities and needs of the students have been used as a basis for the analysis of the collected information. It is through this lens that the findings and recommendations have been developed as it provides the relevance required for the improvement of the EUTF Higher Education programmes and their implementation. It was taken in account that the contexts and the needs of the young Syrian students are highly dynamic and that this affects the effects of the programmes and the way they are perceived.

In addition, the report provides a macro lens to look into how the interaction of various funding instruments, programmes and implementing agents produce the results as perceived by students and stakeholders and how strategies and modalities can be adjusted to support relevance, effectiveness, efficiency and coherence of the EUTF portfolio and its degree of complementarity and coordination with other EU funding instruments and other donor funding mechanisms.

Relevance

In response to the evaluation questions this report concludes that while overall the programmes are relevant in meeting the needs and increasing the perspectives of young refugees from Syria who are granted scholarships, the support is fragmented and incomplete from a student pathway perspective and does not fully consider specific protection and gender issues affecting Syrian refugees. Across all contexts, the volume of the response is far too limited compared to demand, leading the programmes to respond by maximising the numbers out of a given budget at the cost of affecting student choices and livelihoods negatively and generating higher dropouts. The low volume of the response reduces the chance to be selected to such a degree that the eligibility and selection criteria become instruments of exclusion rather than the means for targeted inclusion they are meant to be.

Effectiveness

The programmes are found to be largely effective in achieving and exceeding planned targets in terms of the number of scholarships. These stellar results are based mostly on a supply and target driven approach whereby targets are being substituted for results. This reflects poor



programme designs based on inadequate result descriptors which do not allow for a qualitative assessment and reporting of the benefits delivered by the programmes. Furthermore, it leads programme actors into silo effects of individual target optimisations and fragmenting their support towards the students. The EUTF programmes do engage effectively with their respective operational contexts but mainly in transactional ways that are instrumental to achieving their targets. In doing so, they forego potential leveraging on opportunities for deeper engagement with relevant authorities at institutional and policy levels.

Efficiency

The programmes have achieved high cost efficiencies in relation to the budgeted costs. In doing so they have not always carefully considered the effects of these efficiencies on study choices, livelihoods, access to laptops and to study materials, in light of the resulting dropout rates.

Coherence

The EUTF portfolio has achieved de facto complementary action by design in which the programmes stay out of each other's way by offering scholarships at different levels with different partner universities and to different target groups in a given context. While this parallelism provides for coherent mapping of services at all levels in each context, it foregoes opportunities for integration and leverage within the EUTF portfolio, and for enhancing pathway continuity for the student. Complementarities and synergies with other EU and non-EU instruments are insufficiently explored or actively pursued as a strategy for policy dialogue and implementation of joint initiatives with national authorities.

Sustainability

The EUTF portfolio is lacking a clear multiple scenario strategy in order to maximise the sustainability of the benefits of the action. The EUTF action is predominantly response and supply driven towards the return/rebuilding scenario which turned out to be the least likely in the focus groups. The action lacks active participative engagement with young Syrians and stakeholders to develop innovative solutions that maximise the options for young Syrians towards multiple scenarios in the future. The EUTF action engages insufficiently with national state structures and policy levels to ensure sustainability of the benefits for the students after graduation, and in the contexts where it is needed, create the conditions for continuing the support to young Syrians through continued financing and building national capacity.

EU visibility and added value

The prominence of the EU flag in relation to the implementing agencies branding inversely correlates with the nature of the agency and the strength of their own brand. Notwithstanding the various degrees to which the EUTF programmes ensure visibility of the EU on all their materials and communications, students tend to get confused over the many logos straddling the materials offered by the programmes.

EU added value comes in many forms apart from funding. In Turkey it provides space for civil society innovative action and a stepping stone for university development. In Jordan it brings prestige and innovation, in Lebanon it contributes to the multicultural mix and melting pot of



innovative private initiatives and in Lebanon Jordan and Iraq-KRI senior officials are engaged or keen to engage with EU expertise.

On the EU side, the opportunity to come forward with a clear consolidated strategy aimed at leveraging across functional and sectoral divisions and integrating financing instruments is often missed. This is also visible in the lack of local media strategies leaving EU media presence scattered and ad hoc without clear direction.

In light of these conclusions, this report recommends that fostering pathways is the key to providing perspectives to young Syrians who are rebuilding their lives. The EUTF Higher education programmes need to wrap their services around the student in a more consistent continuous way along the student pathway from secondary all the way to employment and livelihood.

Implications for the EUTF Programme design:

In order to enable this more comprehensive and coherent approach, the EU and the EUTF need to [shift the project design from a vertical funding and programming perspective towards a horizontal pathway perspective](#). This implies structuring the programme design around robust result descriptors that are meaningful and co-created in collaboration with the stakeholders to allow for deeper qualitative assessments of the benefits that are being produced. It also means to step away from parallel complementarity and instead seek synergy and collaboration with other programmes and financing instruments towards pathway continuity for the student across services and programmes.

It also implies [maximising options and sustainability with multi scenario planning](#) by pursuing active participative engagement with young Syrians and stakeholders to develop innovative solutions that maximise the options for young Syrians towards multiple scenarios in the future. A promising area in this respect is to invest in enabling digital livelihoods by priming students for understanding the digital economy and for participating in it successfully as a remote digital worker, a digital entrepreneur, or simply as an operator of a web shop or other digital platforms so that graduates can put to work their higher education competencies and leapfrog the local barriers to work.

The EUTF programmes need to [bolster their critical mass by maximising the budget](#) in order to approach scholarship numbers that are in line with regional proportions of higher education students per 1000 inhabitants so that the eligibility and selection criteria can become the means for targeted inclusion they are meant to be, rather than the instruments of exclusion they have become in the face of elevated scarcity of supply. Successful participation and avoiding dropout must be the number one priority. To achieve this, the EUTF programmes must reprioritise from maximising the target numbers for a given service, towards maximising the quality and relevance of the results. In calibrating costs and benefits, the programmes should use a collaborative approach to tap into the experiences of students and the perspectives of universities and authorities in order to ensure that efficiency does not come at the cost of reduced relevance and effectiveness. In close cooperation with the EUD, the EUTF programmes must engage deeper with their respective operational contexts and with relevant authorities at

institutional and policy levels in order to move from the existing transactional relationships in the pursuit of targets, towards a more meaningful collaboration in the pursuit of shared results.

The EUTF action should **bolster visibility by leveraging on EU strengths and added value** by focusing on reputation building through its action. The EUD should ensure visibility through a carefully planned local and regional media strategy that goes beyond reporting visits of EU officials, with press releases, conferences and field visits with journalists around innovative collaborative and participative EUTF actions. All EUTF action should be based on a clear understanding of what makes Europe special and attractive and carry out these strengths in its action. Therefore, the EUTF action should profile as an innovator and build on EU strengths such as the EU expertise in participative collaboration and decision-making and use it to work with the young on their pathways towards entrepreneurship and job creation in conjunction with national stakeholders, private enterprise and the broader civil society.

Organisation and management of the EUTF portfolio

Effectiveness can be improved by **re-calibrating the mix of functions and responsibilities between regional and national levels according to the principle of 'acting locally and connecting regionally'**. This recalibration of EU strategic and management functions across its programme portfolio requires a new collaboration agreement between the EUTF team in Brussels and the EUD whereby the team in Brussels takes charge of the regional strategic functions, and the EUD of the national management of contracting and operations.

The Regional EUTF team oversees the development of a regional response strategy with overall guiding principles for contextualised project designs, the development of regional fund-raising strategies, and the design and tendering of a regional programme to create networks of collective learning and facilitation and instruments for knowledge building.

The EUD teams oversee the development of contextualised action documents in line with the regional response strategy and overall guiding principles, the tendering and contracting of EUTF programme agents including local partners, the monitoring and steering of EUTF programmes in the national context, engaging with the state in policy negotiation and channelling of programmes and cooperation with its institutions, ensuring linkages and mobility between study levels in the national education systems, ensuring the capacity building of state institutions and of national programme managers and coordinators where required, and fundraising and connecting funding instruments and sources in the national context.

EUTF Contracting Modalities

In order to support the recalibration of the organisation and management of the EUTF portfolio, contracting modalities must provide more transparency and flexibility and align with the guiding principles of the pathway fostering programme design. Improving the relevance, effectiveness and efficiency of programme implementation entails **gearing the contracting modalities towards coherent and transparent allocation of resources, adaptive programming and engaging with local context**.

For contracting and programme design purposes this entails establishing a more transparent mechanism in allocating programme funding to implementing agencies through a tender



procedure based on the regional strategy and guiding principles to which all programmes should adhere, and which would provide coherent and complementary action and services in a pathway fostering manner. It also would require building on the strengths of the implementing partners, cooperating with the government in programme design and including local partners on equal basis in consortia.

For financing purposes, it requires a multi-annual rolling scholarship funding mechanism with a three-year horizon and a three-year phasing out period to allow for mobilising all available funding year by year and fixing overall budgets for each programme while allowing for adaptive programming and fluid internal resource allocation towards shared results and targets across the different programme components within those programmes. In order to allow for capitalising on the successes such as the calls for proposals, it is crucial to find bridges for funding the further development or scaling up of such innovations with other EU financing instruments.

In summary, fostering pathways is the key to providing perspectives to young Syrians who are rebuilding their lives. In order to enable this more comprehensive and coherent approach, the EU and the EUTF need to shift from a vertical funding and programming perspective towards a horizontal pathway perspective. In this, the EUTF in Brussels needs to take a more strategic approach and decentralise to the EUD who need this space to be able to align the programme design to the local context. The EUTF Higher education programmes need to wrap their services around the student in a more consistent continuous way and implementing partners need to allow more fluidity in their internal budgeting and implementation modalities in order to enable them to engage in more adaptive programming. Programmes should refrain from squeezing more numbers out of the budget at the expense of pathway fostering and of the students' ability to cope with their studies due to economic pressures. The EUTF should also seek to increase the budget significantly in order to increase the numbers so that a more significant part of demand can be fulfilled and should also ensure coherent linkage and budget allocations to secondary education to stem the drop out. The programmes should aim at maximising the options for student pathways through widening study choices, multi scenario planning, and digital livelihood development. The EUD and programmes should contextualise also by engaging deeper with the state at policy level and institutional level. The EUTF should seize the opportunity to act locally and connect regionally and gear the modalities towards transparent contextual engagement coupled with adaptive programming.

Thanks

We thank the EUD's, Programmes and implementing partners for facilitating our mission in many kind ways. We also thank the government representatives and the students for their time and input. We also thank the PARTICIP team for their support and advice. Finally, we like to thank the EU colleagues in Brussels who have shown availability and support for our work so far and hope to be able to continue to receive their input and support.



3. Main report

3.1. *Introduction*

This evaluation was commissioned by DG/NEAR to PARTICIP with the overall objective to assess the current generation of EUTF-funded HE support programmes and to identify elements of future EUTF interventions contributing to improving opportunities for Refugees from Syria, Syrian and Iraqi IDPs and vulnerable host communities to access Higher Education. The reviewed contexts are Turkey, Jordan, Lebanon and Iraq-KRI. The reviewed programmes are the HOPES programme in all four countries, the UNHCR programme in Turkey, the GJU programme in Jordan, and the SPARK programme in Turkey, Lebanon and Iraq-KRI.

As the evaluation is to be instrumental to planning the future, it is a strategic evaluation documenting the summative elements with an emphasis on their formative value. Based on evidence of the past, the team has developed a strategic perspective on future action(s).

The responses to the evaluation questions presented here provide a transversal perspective across the programmes and across the reviewed contexts in view of finding synergies and options for optimisation of the intervention. Separate annexes are provided with responses to the evaluation questions country by country, together with score cards per country for each programme.

Specific data collection has been carried out through tables based on standardised formats to capture the numbers and the financial figures and make them comparable. The cut-off date for these data is July 2018. Qualitative data has been collected through structured interviews and focus groups during field visits in April and May 2018, or in the case of Iraq-KRI, over skype over the same period.

The result presented here is an analysis of the current EUTF HE portfolio in view of relevance, effectiveness, efficiency, coherence and EU added value; followed by recommendations for future programme design, organisation and management and modalities.

Based on the response from EU DG/NEAR and follow up conversations to this evaluation and additional brief report will be provided with the elements of an Action Document as defined during the kick-off meeting, in order to prepare a second phase of EUTF funding.



3.2. Response to Evaluation Questions

Relevance

In this section the team presents the evaluation results related to the extent to which [EQ1] the EUTF programmes are meeting the needs and increasing the perspectives of young refugees from Syria and [EQ2] to what extent they are providing opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community.

Meeting needs and increasing the prospects and perspectives of Syrian Students

Overall the programmes meet the needs and improve the prospects and perspectives of young refugees from Syria who are granted scholarships, but across all contexts the EUTF volume of financing is too limited compared to demand and the support from the EUTF programmes is fragmented and incomplete from a student pathway perspective.

This is reflected in the comparison of needs as defined by the programmes and those expressed by focus group respondents, which while aligning in broad terms, still reveal significant qualitative gaps that weaken the relevance of the response. This gap is most visible in the weak response the programmes provide in providing pathways to livelihoods in the face of significant restrictions to labour market access for Syrian refugees in the reviewed countries.

Notwithstanding their scepticism about their employment prospects, focus group students nevertheless indicated clearly that they do see the EUTF Programmes as a pathway for improving their perspectives for employment, personal development, and career development. In addition, focus group students participating in the programme were significantly more optimistic than those who self-finance their studies (e.g. focus group Turkey) and/or those who have no access to higher education at all (e.g. focus group Iraq-KRI). In the perception survey carried out by the EUTF programmes across countries and programmes in 2017, students overall confirmed their satisfaction with the academic programmes and academic support they receive, but the survey remains silent on the career prospects question.

There was no evidence that the EUTF programmes do have or do consistently use a real regularly updated monitoring framework that captures key labour market information, but they do collect ad hoc information where they can.

While the EUTF programmes have a fairly good picture of the labour market the degree to which they steer their scholarships to the relevant areas of study at the appropriate level and quality is variable and depending on many other factors such as the availability of reliable data, student perceptions of study areas, placement opportunities, modalities in cooperating with partner universities. There was no evidence that the EUTF programmes do have or do consistently use a real regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market. Information is collected by the programmes in an ad hoc manner through the higher education workgroups and from labour market statistics to the degree that they exist. Also, the labour market issues are being addressed through regional fora, such as the recent regional EUTF meeting in Beirut. The HOPES dialogues component could provide



such a framework, that could be of benefit to all the programmes, as was shown in the September 2017 conference in Beirut.

SPARK reports that it does conduct some studies and that it maintains a 'labour market matrix' to document and cross reference the degrees that are in demand in the local market with those that will be needed for the reconstruction of Syria and prioritises these areas for its scholarships.

EUTF programmes have several mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students. The approaches vary between relying on guidance from state quality assurance and scholarship institutions, free student choice across the board, free student choice within one university, and preselected study catalogues in various universities. The various approaches are shaped by the way individual programme strategies meet the realities in the different countries. While all are relevant, they offer different trade-offs between costs and student choice. Student choice is important as it is driven by interest, and in turn drives motivation in the face of the other difficulties they face as refugees.

In Turkey, HOPES and UNHCR scholarship programmes are embedded in the International Turkish Scholarship System of the Presidency for Turks Abroad and Related Communities (YTB) and rely on it in choosing the quality and relevance of the degree programmes while SPARK, in addition to its overall policy to only offer accredited courses, relies on the Higher Education Council (YÖK) to ensure the quality of their offer. Both approaches are being facilitated by the strong Turkish institutional and academic context. As a consequence, both UNHCR and HOPES have less access to individual student information than SPARK. In Jordan the HOPES programme allows MA students to freely chose the study area and university which increases study costs for the programme, while GJU pre-selects universities and courses according to the negotiated best price and offers a closed list to BA students, which limits study choice for the student. In Lebanon, HOPES allows students to freely choose the study programme but only at the public Lebanese University (LU) in order to limit costs, while SPARK limits study choice for the student to pre-selected programmes across private universities according to the negotiated best price. In the KRI context of limited student mobility and limited supply HOPES follows a selection protocol in identifying the best quality BA programs, and allowing student choice at higher cost, while SPARK limits study choice in search of the 'best price-quality' ratio in identifying the best possible accredited partner institutions and programmes. While cost factors are important from a Programme management point of view, the Student Perception survey shows that student choice is mainly driven by interest. Study choice freedom therefore helps student motivation in the face of the other difficulties they face as refugees.

Depending on the context in the different countries, relevant academic counselling and student services are delivered by state institutions and universities, or directly by the programmes and universities. A systematic pathway approach and career guidance approach is lacking in both approaches and across all national contexts.

In Turkey, both UNHCR and HOPES rely on the counselling and other student services that are being provided by YTB and through the selected universities where the scholarship students are



placed. As a consequence of Turkey's ambitious outreach programme to attract students from all over the world with YTB scholarships and an eagerly implemented higher education internationalisation policy all Turkish universities do have well equipped and competent international student offices. While the strong Turkish institutional and academic context provides a much more solid base for hosting Syrian Refugee students, there are indications that the recent political developments are shrinking the space for direct programme interaction with the students, which limits the qualitative information the programmes can obtain.

In the other contexts the EUTF programmes and their respective partners provide relevant counselling and support services to guide students and SPARK reports to run an intensive coaching system in all countries both online as well as a through personal approach from its offices and during orientation sessions based on its student service activity plan which includes a set of indicators to measure the effect of these services on the students and its subsequent consequences on the programme.

In the Perception survey carried out by the EUTF Programmes, the students confirm the relevance of the received counselling services. Focus group students confirmed this but reported that through their study pathway there is a lack of systematic career coaching and of linkage with the labour market.

Targeting and selection

The EUTF Higher Education programmes are not designed to reach the 'most vulnerable young Syrian refugees' as these would not complete secondary education and therefore not even qualify for applying. High application numbers far exceed the available EUTF financing and reduced the need to make efforts to accept applicants that do not fully fall within the set criteria. Apart from the SPARK stringent [18-24] age brackets, the EUTF programmes have developed realistic eligibility and selection criteria that correspond to the requirements of the legal and academic context and that maximise chances of academic success as much as possible. SPARK operates the most detailed vulnerability criteria selection system and is therefore considered the EUTF programme with the best capability for targeting the most vulnerable among those candidates with the best previous academic or admission test results.

Young Syrian refugees are the main target of the EUTF action. As a basic principle they are reckoned to all be vulnerable because of war driven displacement and reduced opportunity in a new host country. There is some differentiation of vulnerability through UNHCR (self-declared) assessment mechanisms but it is not clear in how far this additional assessment really factors into the selection process. Targeting and selection is subject to (1) the eligibility criteria without which the student would not be able to register at a university, followed by (2) additional eligibility criteria by the programme such as age brackets. These eligibility criteria prevail over (3) merit-based selection criteria expressed in end results of previous studies and or admission tests (SAT-YOS) which in turn prevail over (4) differentiation in terms of vulnerability criteria.

Compared to demand, the EUTF Programmes provide opportunities to access and successfully participate in higher education to only a limited number of Syrian Refugees. The number of scholarships on offer are not by far sufficient to cover for the demand. These limited budgets generate a highly selective approach with eligibility criteria which vary in flexibility and are

mostly in line with university requirements, followed by a highly competitive selection processes in order to maximise chances for successful student graduations. Among the programmes SPARK has the most selective and automated system which it operates across all contexts. However, while the system has many detailed indicators on vulnerability, the stringent age brackets SPARK operates as an entry eligibility criterium does precede this vulnerability assessment. Nevertheless, if the applicant has the right age, SPARK is able to give preference to the most vulnerable according to its criteria for participating in the next stages of its selection process.¹

Given that age eligibility is part of the first stage exclusion criteria focus group students saw them as very important barriers. Students in the focus groups found the age brackets defined in the EUTF programmes as limiting but reasonably flexible, while they saw those defined by SPARK as overly strict. The strict application of the [18-24] age brackets applied by SPARK are over and above what universities require and seem overly stringent in the face of the complex pathways young Syrian refugees go through before they are able to apply.

The reality of the size of the response compared to demand is only partially revealed by the proportion of applications that lead to awarded scholarships. Partially, because this comparison actually understates the size of the demand because of imperfect information (not all potential candidates are informed) and because of the published eligibility criteria already excluding potential candidates. Also, the number of applicants is in part driven by the effectiveness of outreach and information, while the available EUTF budget at the moment of the call is fixed, so that the number of awarded scholarships will shrink proportionally to the number of applications.

Table 1: Scholarships awarded versus applications received²

Application versus enrolment

	Turkey			Jordan			Lebanon			Iraq			TOTAL PER PROGRAMME		
	Applied	Enrolled	%	Applied	Enrolled	%	Applied	Enrolled	%	Applied	Enrolled	%	Applied	Enrolled	%
HOPES	6'500	95	1%	582	60	10%	710	157	22%	377	111	29%	8'169	423	5%
SPARK	18'518	622	3%				10'155	962	9%	1'205	400	33%	29'878	1'984	7%
GJU				6'554	1'518	23%							6'554	1'518	23%
UNHCR	6'500	354	5%										6'500	354	5%
TOTAL PER COUNTRY	31'518	1'071	3%	7'136	1'578	22%	10'865	1'119	10%	1'582	511	32%	51'101	4'279	8%

 Includes estimates from YTB

Nevertheless, in terms of size of the response it is telling that based on the total received applications, the EUTF programmes manage to award scholarships to only 8% of demand. The differences between countries may reflect the differences in number of Syrian Refugees as well as differences in outreach efforts by the programmes and the overall availability and quality of information in the country. The differences in eligibility and selection criteria do not affect the

¹ If this system would be envisaged to be applied across the board for the EUTF it needs to be audited in order to make clear how the underlying algorithm works. We have attempted to get to the bottom of this but a specific study and full access to the workings of the criteria and formulas would be needed in order to make sure that it reflects the policy the EUTF wants, or else incorporate changes in order to do so

² Ref. Indicator 2.1.1. Demand (as indicated by the number of applications) versus enrolled per country per programme as at June 2018

award numbers as the available budgets are being fully allocated, but they do affect the choice of who is selected to receive the scholarship.

In terms of vulnerability it is only realistic to state that the EUTF programmes are not designed to reach the 'most vulnerable young Syrian refugees' as these would not complete secondary education and therefore not even qualify for applying.

In the face of high demand, the EUTF programmes have developed targeting and selection criteria that correspond to the requirements of the legal and academic context and with the intent to maximise chances of successful graduations as much as possible. This also reduced the need to make efforts to accept applicants that do not fully fall within the set criteria. In this respect the HOPES programme has the advantage of being able to fund initiatives that deliver further opportunities to vulnerable target groups outside the scholarship criteria through the Call for Proposals (CfP) component which has received keen interest in Turkey and Jordan, and to a limited extent in Lebanon.

Eliminating barriers³

The EUTF programmes have been successful in eliminating barriers to higher education in line with what is possible in each national context in terms of cooperation with the authorities, and in line with their initial programme design which was adjusted with some ad hoc adaptations where possible.

In Turkey, the most important barriers to higher education have effectively been eliminated by the EUTF programmes in conjunction with waivers by Turkish Authorities. In Jordan most of the barriers are addressed and/or considered by the EUTF programmes and new ones are addressed when possible. However, the overall context for Syrian refugees in Jordan is not improving and the programmes do not have the political leverage, nor have they been designed to have an effect in terms of policy change, especially without greater coordination, including with the EU. In Lebanon, the programmes have also been designed to overcome as many barriers as possible and have adapted to the evolving situation in the country. In working with LU, HOPES may be constrained by the more rigid public university management system, but it allows for much lower fees and for increasing the overall intake while ensuring good quality education. SPARK works with selected private universities which are able to waive a number of barriers, but in the absence of a national Quality assurance agency and the proliferation universities which are run as lucrative family businesses, the quality of education may not always be guaranteed. In Iraq, the programmes managed to effectively eliminate the most important barriers in conjunction with the universities and higher education authorities.

Successful participation and reducing drop outs

Comparing successful participation and low dropout rates coupled with the free study choice strategies of UNHCR in Turkey and of HOPES in all national contexts, with those of GJU in Jordan and SPARK in most national contexts, points to a possible correlation of the GJU and SPARK strategies of cost saving and pre-packaging study offerings with their less successful

³ A list of needs and barriers is provided in the Annexes with the evaluation details for each country



participation and higher dropout rates. However, SPARK more elaborate selection process may be successful in selecting more vulnerable students which in turn may be more prone to financial stress; the prime reason reported for dropout. As more cohorts mature, more data will be available for further study on dropout at a later stage.

Programme relevance suffers if after spending the funds and efforts to select and enrol students, the students drop out, leaving the EUTF investments and the students without success.

With an overall 6% the HOPES scholarship programme shows the lowest dropout rates across the board, followed by SPARK and GJU with rates hovering around 20%.

The fact that in Turkey the HOPES and UNHCR yielded control over students to YTB and partner universities is not translating in higher dropout rates, indicates that the Turkish institutional infrastructure is effective in keeping students motivated and progressing. However, HOPES is completely reliant on YTB for all figures related to the students and their education advisors have limited direct contact with the students.

In Jordan, the HOPES programme operates a policy of free study and university choice at MA level and in Lebanon it offers free choice at the LU. SPARK and GJU operate a budget maximising strategy increasing the number of scholarships by offering pre-packaged study choices emanating from best possible price negotiations with partner universities, in combination with shaving off stipends which may affect motivation and livelihoods of the students. Paradoxically the more stringent SPARK eligibility criteria and highly competitive selection process do not seem to translate in lower dropout rates. Nor does the personal follow up of its students reported by SPARK seem to yield low dropout rates similar to HOPES.

In the student perception survey carried out by the EUTF programmes, students report that dropping out was on their mind most in the first semester, and still significantly during the second semester, but not anymore after that. They also reported financial problems as the most important stress factor and reason for dropping out. If, as reported in the same survey, study choice is driven by interest which functions as the main motivator to carry on; then a combination of increased financial stress with limited study choice may be explanatory to the higher dropout rates for both the GJU and SPARK programmes. Other factors contributing to dropouts include the location of the universities, family or community pressure, and, in the case of Turkey, YTB encouraging students to choose religious studies. SPARK more elaborate selection process may be successful in selecting more vulnerable students which in turn may be more prone to financial stress.



Table 2: Overall dropout rates⁴

Enrolled versus drop-outs

	Turkey			Jordan			Lebanon			Iraq			TOTAL PER PROGRAMME		
	Enrolled	Drop-out	% drop-out	Enrolled	Drop-out	% drop-out	Enrolled	Drop-out	% drop-out	Enrolled	Drop-out	% drop-out	Enrolled	Drop-out	% drop-out
HOPES	95	5	5%	60	2	3%	157	7	4%	111	11	10%	423	25	6%
SPARK	622	88	14%				962	197	20%	400	64	16%	1'984	349	18%
GJU				1'518	279	18%							1'518	279	18%
UNHCR	354	20	6%										354	20	6%
TOTAL PER COUNTRY	1'071	113	11%	1'578	281	18%	1'119	204	18%	511	75	15%	4'279	673	16%

When reviewing country by country there are few instances where programmes can be compared with scholarships for the same intake, at the same level, and with similar target groups in the same context. While on the face of it this points to some extent to successful complementarity it makes it difficult to reach hard conclusions.

In Lebanon, comparison between HOPES and SPARK bachelors is blurred by different intakes and target groups, which makes the HOPES result of zero dropout rates for Lebanese students preliminary compared to the first intake 42,0% SPARK dropout rates for Syrians.

Table 3: overall dropout rates for EUTF Lebanon

	HOPES Bachelor		HOPES Masters		SPARK TVET		SPARK Bachelor	
	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs
Intake 1 (a.y. starting 2016)	0	0	71	6 (8,5%)	156	71 (45,5%)	193	81 (42,0%)
Women	0	0	22	2 (9,1%)	73	30 (41,1%)	90	37 (41,1%)
Men			49	4 (8,2%)	83	41 (49,4%)	103	44 (42,7%)
Intake 2 (a.y. starting 2017)	58	0 (0,0%)	28	1 (3,6%)	224	29 (12,9%)	389	16 (4,1%)
Women	38	0	16	1 (6,3%)	96	11 (11,5%)	223	4 (1,8%)
Men	20	0	12	0 (0,0%)	128	18 (14,1%)	166	12 (7,2%)

In Jordan first intake dropout rates for HOPES at MA level compare very low with the already high second intake GJU dropout levels at MA level. However, the GJU caters only for Jordanian students at MA level, while HOPES caters for Syrian refugee students at this level.

Table 4: Overall dropout rates for EUTF Jordan

	HOPES Masters		GJU TVET		GJU Bachelor		GJU Masters	
	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs
Intake 1 (2016)	12	1 (8,3%)	710	188 (26,5%)	462	55 (11,9%)		
Women	7	0	314	74 (23,7%)	171	17 (9,9%)		
Men	7	1 (14,3%)	396	114 (28,8%)	291	38 (13,0%)		
Intake 2 (2017)	48	0	94	12 (12,8%)	89	2 (2,3%)	163	22 (13,5%)
Women	25	0	51	6 (11,8%)	53	2 (3,7%)	119	16 (13,4%)
Men	23	0	43	6 (14,0%)	36	0	44	6 (13,6%)

In Turkey HOPES and UNHCR are fully comparable as they cater for both BA and MA levels through YTB and both yield very low dropout rates at both levels. SPARK's first intake is in line

⁴ Ref. Indicator 2.3.1. Enrolment and drop-out rates by country and by programme as at June 2018

with the two other programmes, but the second intake is already showing much higher dropout rates; a trend that SPARK will need to contain.

Table 5: Overall dropout rates for EUTF Turkey

	HOPES Bachelor		HOPES Masters		UNHCR Bachelor		UNHCR Masters		SPARK Bachelor	
	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs
Intake 0 (2015)									28	0
Women									5	0
Men									23	0
Intake 1 (2016)	80	5 (6,3%)	15	0 (0,0%)	186	7 (3,8%)	168	13 (7,7%)	122	10 (8,2%)
Women					70	2 (2,9%)	44	3 (6,8%)	39	1 (2,6%)
Men					116	5 (4,3%)	124	10 (8,0%)	83	9 (10,8%)
Intake 2 (2017)									442	78 (17,6%)
Women									225	32 (14,2%)
Men									247	76 (30,8%)

In Iraq we have a comparable situation as both HOPES and SPARK operate at BA level for the same intake catering and for the same Syrian target group, and here the HOPES dropout rates turn out to be higher than those of the SPARK programme. The TVET programmes are not yet comparable in this context because of different intakes.

Table 6: Overall dropout rates for EUTF Iraq-KRI

	HOPES TVET		HOPES Bachelor		HOPES Master		SPARK TVET		SPARK Bachelor	
	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs
Intake 0 (2015)									114	2 (1,8%)
Women									66	1 (1,5%)
Men									47	1 (2,1%)
Intake 1 (2016)			31	11 (35,5%)			8	2 (49,2%)	184	52 (28,3%)
Women			24	8 (33,3%)			4	0 (44,8%)	79	22 (27,8%)
Men			7	3 (42,9%)			4	2 (45,5%)	105	30 (28,6%)
Intake 2 (2017)	7	0	70	0	3	0	23	0	71	8 (11,3%)
Women	5	0	32	0	1	0	13	0	36	4 (11,1%)
Men	3	0	38	0	2	0	10	0	35	4 (11,4%)

In order to reach hard conclusions further specific investigation would be required to find the respective dropout drivers, or measures to counter dropout effects, when more comparable data comes available as the second intakes mature.

Giving access to vulnerable local youth

The EUTF programmes provide access to vulnerable local youth to the extent required by the national authorities and where possible relying on national mechanisms for gauging the vulnerability status of national youth in the selection process.

In Turkey, only the HOPES/HEAAP component records show that access is being given to local vulnerable youth. The Turkish authorities have no expectation from the programmes in addressing local youth as the Turkish authorities have their own measures in place to provide access to higher education for Turkish vulnerable youth. However, in the recent EUTF top up grant agreement for SPARK, support for Turkish vulnerable youth is now foreseen to the level of 10% of all new BA and TVET Higher scholarships under the new agreement. Also, should the

economic situation further deteriorate in Turkey there may be growing interest on the part of Turkish authorities to include Turkish vulnerable youth in all EUTF programmes, as is the case in the other EUTF contexts.

Table 7: Scholarships Awarded versus applications for vulnerable national students⁵

	Turkey			Jordan			Lebanon			Iraq			TOTAL PER PROGRAMME		
	Applied	Enrolled	%	Applied	Enrolled	%	Applied	Enrolled	%	Applied	Enrolled	%	Applied	Enrolled	%
HOPES				25	14	56%	228	58	25%		18	#DIV/0!	253	90	36%
SPARK								132	#DIV/0!				-	132	#DIV/0!
GJU				845	308	36%							845	308	36%
UNHCR															
TOTAL PER COUNTRY				870	322	37%	228	190	83%	-	18	#DIV/0!	1.098	530	48%

Data unreliable or unavailable for the number of applications for SPARK Lebanon and HOPES Iraq.

In Jordan, both GJU and HOPES provide opportunities to local vulnerable youth, with a minimum percentage of 30% as regulated by the Government of Jordan (GoJ). The HOPES programme bases itself on the NAF (National Aid Fund) government list and responses and interviews from and with candidates (self-declared); while GJU uses the NAF list together with the three other sources (Takyet Um Ali, Zakat Fund and Al Aman Fund) together with responses and interviews from and with candidates. Under this regulation 56% of the Jordanian applicants have received HOPES scholarships and 39,3% have received GJU scholarships. In Lebanon HOPES provides a Bachelor scholarship exclusively to Lebanese vulnerable youth, with a current 58 students being supported; while between 12% and 17,9% of all of the SPARK scholarships are granted to Lebanese students. In Iraq-KRI HOPES reports support to 11% of scholarships. In Lebanon, there is no official reliable verification mechanism to assess vulnerability; the programmes rely on the self-declared responses of the candidates.

Effectiveness

In this section the team presents the evaluation results related to the extent to which [EQ3] the EUTF-funded HE programmes have been effective in achieving their desired results within the various national contexts and [EQ4] to what extent regionally managed programmes, or parts of it would or would not be more effective than nationally managed programmes.

Achieving results in the national contexts

The EUTF programmes have reached and exceeded most of the targets they planned in the respective national contexts, mainly because these targets were defined in quantitative terms. Targets are used as a substitute for results in EUTF project designs and reporting formats. The resulting quantitative approach tends to overstate achievement of results where targets are met or exceeded and understate achievement of results where targets are not met. The results are not adequately linked to financial information to enable cost-benefit analysis. They are also not updated in real time in order to facilitate the integration of lessons and dynamic adapting of the log frames.

⁵ Nationals – applications from national versus enrolment of nationals as at June 2018

Set up as a Trust Fund rather than a long-term development programme has contributed to an approach which has favoured providing as many scholarships as possible in a relatively short period of time within the given budget limits.

The four programmes are based on a similar overall objective of improving perspectives for young Syrians in host countries and prepare them for the reconstruction of Syria (HOPES)⁶ or cater for their longer-term resilience in the host country (UNHCR)⁷, the provision of services to allow access to higher education and improve socioeconomic perspectives (SPARK)⁸, or simply provide higher education and vocational training (GJU)⁹. These overall objectives are complemented with specific objectives which mainly focus on providing access to higher education and/or vocational training.

When looking at the result level of the programme log frames, HOPES provides a result-based description of the planned outputs accompanied by a set of targets for each result relating to the number of students enrolled, capacity of tertiary institutions increased, a counselling mechanism established, and stakeholder dialogue improved¹⁰. SPARK provides a description of support activities also accompanied by a set of targets for each of them, relating to providing access to the various levels of tertiary education level, and outreach and counselling services¹¹. UNHCR simply states that the result will be increased access to higher education accompanied by a set of targets, and finally GJU provides already numbers at the level of specific objectives

⁶ HOPES: Overall Objective: Improved perspectives for Syrians in host countries in the Middle East and in Syria and contribution to the preparation for post-crisis Syria reconstruction/Specific Objective: Increased participation in and improved access to quality further and higher education in the neighbouring region for vulnerable Syrian youth and host communities.

⁷ UNHCR: Overall objective: To cater to displaced persons' longer-term resilience in Turkey/Specific Objective: To increase access to inclusive quality higher education opportunities for Syrian students

⁸ SPARK: Overall Objective: To provide services allowing Syrian Youth in Syria and the region as well as disadvantaged youth from host communities in Lebanon, Turkey and Iraq to follow further education with the objective to improve their social-economic perspective in life/Specific Objective: To provide access to higher and vocational education to Syrian youth and disadvantaged youth in host communities, and setting up additional support mechanism for entrepreneurship, early recovery coaching, livelihood, transport and access to university facilities for the student who are participating in these programmes

⁹ GJU: Overall Objective: to provide higher education and vocational training to Syrian students (inside and outside the camps) affected by the crisis currently living in Jordan and to disadvantaged Jordanian students from the host communities/Specific Objective: To deliver regular higher education programmes and vocational training programs to Syrian refugees' students in Jordan and to a selected number of disadvantaged Jordanian students from the Jordanian host communities.

¹⁰ HOPES: R1: Increased numbers of Syrian students are enrolled and trained in certified and recognised higher education programmes and training courses, including innovative further education options. R2: The capacity of tertiary education institutions in the region to provide young Syrians and other vulnerable groups with opportunities to access further and higher education has improved significantly. R3: A counselling mechanism providing information and support to young Syrians and host communities about existing opportunities for further and higher education is established. R4: Interventions in the higher and further education sector related to the Syrian crisis are better coordinated through stakeholder dialogue, networks and information tools.

¹¹ SPARK: R1. Supported delivery of bachelor programmes on higher education supported to Syrian IDPs in Syria (SIG), refugees and disadvantaged youth in host communities in Lebanon, Iraq (KRG) and Turkey. R2. Supported delivery of vocational education to Syrian refugees and disadvantaged youth in host communities in Lebanon. R3. Supported delivery of blended learning to Syrian youth and disadvantaged IDPs in Iraq/KRG. R4. Coordination, outreach and dissemination



and uses the result level to put forward activity milestones. The other four programmes have further detailed activities with their individual targets.

The log frames are designed in such a way that the objective and result descriptors remain very generic and difficult to measure. Most programmes resort to stating quantitative targets in terms of inputs or outputs to make the results measurable. In the subsequent QIN reporting the programmes rely on these targets to report their progress and performance. This makes it quite challenging to come to hard judgements whether the programmes achieved the planned specific objectives and results in qualitative terms beyond the input or output driven targets.

In quantitative terms all EUTF-funded HE programmes have been highly effective in reaching the aggregate scholarship targets which, as is shown in the table below, have actually been exceeded on all counts.



Table 8: Achievements against planned - Scholarships¹²

Targeted versus actual - scholarship as at June 2018

	Turkey			Jordan			Lebanon			Iraq			TOTAL PER PROGRAMME		
	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%
HOPES	114	95	83%	66	60	91%	60	157	262%	33	111	336%	273	423	155%
SPARK	778	622	80%				650	962	148%	350	400	114%	1'778	1'984	112%
GJU				1'000	1'518	152%							1'000	1'518	152%
UNHCR	354	354	100%										354	354	100%
TOTAL PER COUNTRY	1'246	1'071	86%	1'066	1'578	148%	710	1'119	158%	383	511	133%	3'405	4'279	126%

These differences have their origin mostly in lower than anticipated costs in the different contexts for various reasons. In Turkey, channelling scholarships through YTB combined with tuition waivers has lowered costs and stipends to YTB standard rates and include a standard list of benefits to the students. For UNHCR and HOPES who achieved 100% and 83% of their scholarship targets respectively, this gain has yet to translate in more students. SPARK has reached 80% of its scholarship targets in Turkey.

In Jordan GJU has succeeded in exceeding its targets to the tune of 152 % compared to what was targeted with the same budget. Part of these gains however have come at the cost of the student who face livelihood problems because of low stipends and also have difficulty acquiring study materials and a laptop to be at par with the other students in their class. The HOPES programme does not show such additional gains as its MA scholarship students can freely choose where to study which does not allow HOPES to make package deals such as those made by GJU, but it is largely on target with a 91% achievement.

In Lebanon however, the HOPES programme exceeds targets to the tune of 262% through its alliance with the public LU where the tuition rates are subsidised by the state and allow for a much larger number of students to be enrolled within the same programme budget. The strategy to work exclusively with the LU to increase the low initial scholarship target was adopted following to recommendation of the EUD. This is a trade-off, especially for the BA level students as they face overcrowded conditions in LU. For the MA students this was not reported to be an issue. At both levels however, the mandatory presence at a dense schedule of lectures combined with low stipends, high costs of living and a daily average of one-hour transportation each way were raised as severe challenges for the students in the focus group.

SPARK works with selected private universities in Lebanon and exceeds its targets to 148% of what was planned through package deals and closed lists.

In IRAQ-KRI SPARK agreed with the KRI Ministry of Higher Education and the rectors of the State University to secure 180 places against an annual contribution of 500 USD towards technical equipment for the local universities and was able to achieve 114% of the planned target. The model came under pressure as more scholarship providers came in and a parallel system was established for foreign students, but SPARK managed to cap the maximum amount to 1000 USD for the next batch of students.

Regarding other components of the EUTF programmes, some targets have proved much harder to achieve.

¹² 3.1.1. Targets versus actual – scholarships all countries / all programmes as at June 2018

Table 9: Achievements against planned - Other components¹³

	Turkey			Jordan			Lebanon			Iraq			TOTAL PER PROGRAMME		
	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%
UNHCR preparation course	1.783	1.765	99%												
HOPES counselling	8.400	1.702	20%	8.400	1.457	17%	8.400	1.280	15%	8.400	4.198	50%	33.600	8.637	26%
HEEAP graduates	1.000	306	31%	1.000	125	13%	1.000	54	5%				3.000	485	16%
HEEAP partner HEI	5	4	80%	3	4	133%	3	3	100%				11	11	100%
Call for Proposals	9	10	111%	9	4	44%	7	1	14%	5	2	40%	30	17	57%
National meetings	4	1	25%	4	1	25%	4	1	25%	4	1	25%	16	4	25%
Regional conferences													2	1	50%

In quantitative terms, the UNHCR preparation course and the HOPES/HEEAP partner HEI capacity building projects have been effective in achieving their targets. The HOPES Calls for Proposals (CfP) component manages an overall 57% (albeit results of the second call for proposals were, at the time of drafting, pending) while the HOPES counselling programme struggles at 26% achievement overall and the HEEAP graduations lag at an overall 13% achievement.

Targets or results?

Weaknesses in project design and reporting methods make it difficult for the evaluators to come to hard conclusions in terms of real results, as these were not adequately described, and are therefore not an adequate basis for evaluation in themselves. Based on the additional qualitative information collected from documents and interviews the evaluators have structured the data that was available in order to expose the caveats to the quantitative successes and expose the hidden quality of some actions that show low quantitative achievements. While the EUTF programmes have certainly been effective in delivering the planned outputs, which did contribute to the specific objectives, there are many opportunities to improve the programme designs which would allow for faster learning and adaptation in the dynamic contexts in which the programmes operate.

This review of achievement against targets exposes several weaknesses in project design and reporting methods. While targets are generally related to indicators measuring results, they are mostly used as a substitute for results in EUTF project design and reporting formats. The resulting quantitative approach tends to overstate achievement of results where targets are met or exceeded and understate achievement of results where targets are not met.

For instance, in qualitative terms the overachievement of scholarship targets has proven to come at a cost to the students who reported that closed list package deals limited their study choices, low stipends cover only half of their livelihood needs, and students face difficulties accessing study materials and laptops to the same extent as their class mates.

While the HEEAP capacity building of partner institutions in English language training has found a 100% uptake, the sustainability of the benefits can be elusive if the partner university has not created the incentives and long-term conditions for continuity of staff and their capacity building. In Jordan the English language centre at the otherwise well-resourced private JUST,

¹³ 3.1.1. Targets versus actual – other activities all countries / all programmes from programme monitoring reports

seemed to struggle with simple issues as making English teachers commit time to their own capacity building. The HEEAP capacity building component is providing the inputs required to strengthen the capacity of universities to provide English courses to facilitate access to BA and MA with English as the language of instruction. While the targets in terms of numbers have been reached, the question remains whether this strengthening is sufficiently embedded and sustainable to be effective over the period it takes to prepare students to a level sufficiently advanced to access those BA or MA courses.

While high quantitative achievement may hide problems of quality, relevance and effectiveness, paradoxically low achievement in quantitative terms may obscure qualitative successes. An example is the innovation effect of the CfP on Universities, and the additional access it provides for target groups that do not meet the eligibility or selection criteria of the scholarship schemes, regardless from the fact that only half the number of expected projects has been awarded. Even though the CfP amounts are considered very low, in Turkey where the programme even exceeded the target in quantitative terms, universities and non-governmental organisations have taken to CfP to learn and innovate, and in many cases leveraged the project with large contributions from their own funds and resources. In Jordan also, universities have launched interesting and innovative pilot initiatives, only to learn afterwards that follow up projects to such success stories is not allowed under the CfP regulations. In Lebanon universities have not yet woken up to the potential of the CfP partly because successful private universities have access to less restrictive and higher volume financing. Nevertheless, in such contexts CfP could be promoted as proof of concept instruments for such higher volume financing. In all contexts the very late fund transfers were reported and in Iraq the CfP has been hampered by such late cash transfers, dampening its uptake. The CfP component is conducive to achieving the planned objectives and results as they provide a lot of added value as a platform for experimentation and piloting of new solutions, and as a way of providing access to those that would not be eligible or would not have passed the tests for the scholarship scheme.

In the case of the HOPES counselling services, the quantitative approach clearly shows to be largely inadequate as the number of persons counselled does not reveal in any way the relevance, quality or effectiveness of such activity. In its latest report the HOPES programme finds the reason for not achieving the anticipated 42,000 persons counselled mainly in the location of its counselling offices and has committed to boost these numbers with additional on campus promotional activities. Given that the young communicate and find their information in a myriad of ways in real time it is hard to avoid double counting and it seems anachronistic to have expected students to come to a far-away office to fill out a counselling sheet and engage in a formal and formatted counselling process. Even when targets would be met with additional efforts of the programme it is not clear what this would mean in terms of result. The expected result for the HOPES counselling services has not been adequately defined (result is 'counselling services are established' and target is '42,000 counselling sessions') in order to gauge whether the efforts create meaningful results. In Turkey there was also the additional complication of HOPES not having access to its scholarship students. From the reporting it may be concluded that the counselling was not designed and organised in adequate fashion to ensure a meaningful contribution to the specific objective of providing access to higher education and support the student during study time and thereafter.

While the UNHCR preparatory course ensures that students are ready to access higher education if they can obtain a scholarship, the HEEAP English language courses are not leading to such preparedness. Nor the UNHCR or HEEAP preparation courses are clearly linked to the



stage of scholarship application within the same EUTF programme or across the EUTF programmes. In addition, the HEEAP language courses fail to reach targets across the board, mainly because of inadequate project design. The English course is limited to 100 hours face to face and 40 hours online. The course is discontinued thereafter, regardless of the students' starting level and the level reached upon completion of that course, because the programme only funds one course per student so that as many students as possible can be reached and is disconnected from the requirements for entering higher education and from opportunities to get a HOPES or other EUTF scholarship. Students realise this and lose their motivation as the probable rewards does not warrant the opportunity costs. Even when targets would have been met, the question must be asked what this would mean in terms of result. In terms of providing access to higher education, the HEEAP English language course as it is designed does not contribute meaningfully and is therefore not effective. THE EUD representative in Turkey further indicated that one of the main objections of the students is that the courses do not lead to a recognised certificate. The UNHCR course is effective in providing the required preparedness but would need more direct linkage with the scholarship application stage.

Programme design and student pathways

Even though the EUTF programmes did engage with changing needs in the dynamic contexts, the EUTF programme designs are not centred around results that clearly describe outcomes in qualitative terms and in relation to what is relevant to the student pathway. These designs do not allow the EUTF programmes to deeply engage and feed new learning into a more adaptive and outcome-based programming. The results are also not adequately linked to financial information to enable cost-benefit analysis.

The assessment of the programme effectiveness above illustrates how the EUTF supply driven programme design and its target driven implementation fragments activities top down leaving gaps and hampering the horizontal flow of student pathways and career development.

Indeed, the EUTF and its programmes reflect the bigger picture of emergency and development aid, in which different funders provide support by using a variety of funding instruments to finance a number of programmes. These in turn are implemented by various agencies who each provide a variety of support services. As this funding cascades down, each funder, programme, agency and service provider will aim individually at optimising their own planned activity and achieving their planned targets. This vertical branching and optimisation at each stage results in a wide array of fragmented injections of support straddling the pathway of Syrian refugees without fully covering their needs in a consistent way.

While coordination efforts of donors, programmes and implementing agents are often genuine and manifold, they function as a coping mechanism which may alleviate but which do not really overcome this structural fragmentation of support.

As a result, young Syrians who complete secondary school are faced with a lack of guidance and information on what to study, how to prepare for being accepted to university, where to find support in the preparation and application process, and how to find funding for studying. While for each of these questions some sources of support exist, young Syrians have difficulties finding, accessing and piecing scattered support services together in a consistent way. Scholarships are few and far apart, with barriers for eligibility and highly competitive selection criteria. Those lucky enough to be awarded a scholarship find that their needs are only partially covered, and they encounter gaps between different stages of their pathways. After their



studies, they find themselves with little support or options in the face of local barriers to entry in the labour market.

While the EUTF-funded higher education-programmes do meet many needs and increase the prospects of young refugees from Syria, they do not engage in consistent pathway fostering. Instead the EUTF programme design is largely based on supply-driven quantitative and output-based log frames and result chains which generate fragmentation through silo effects and vertical optimization.

EUTF Mutual beneficial relationships with the national HE authorities and the universities

In general, the EUTF programmes have established mutually beneficial relationships with the national HE authorities and the universities in overcoming the constraints and they succeed in varying degrees to capitalise on the benefits stemming from their activities and from national policies. Especially in Turkey and to some degree in Iraq-KRI there is a clear dialogue resulting in changes. In Jordan the dialogue exists, and there is an opening to engage more deeply, while in Lebanon the programmes largely work through partner universities only. The programmes lack sufficient leverage in terms of influencing policy to eliminate barriers.

The EU Delegations (EUD) and EUTF programmes engage with the state in varying degrees in the different contexts.

In Turkey where the state is assertive and institutions strong and competent, the state is taking control of foreign funding at the highest levels. It is also taking charge of integrating Syrians under Temporary Protection (SuTP) with its own funding, institutional capacity, and many measures and waivers to eliminate barriers for SuTP. The space for programmes duplicating existing state functions is shrinking fast. This may affect the SPARK programme which is still operating its own scholarship programme and service packages, although according to the EUD, SPARK may be able to work independently with universities and students even if it channels some of its payments through YTB. SPARK does engage closely with the national higher council (YÖK) and provides data to the Prime Minister's Office charged with monitoring all foreign programmes. HOPES and UNHCR channel their funding through YTB, which is a scholarship funder of global allure. The programmes do not have access to student data which hampers their reporting and service provision to the students and universities. There is a push for state to state funding and new regulations put in place right after the presidential election in July 2018 requires scholarship funding to be directly channelled via YTB. The Turkish universities are strong and competent and have aligned to the Bologna quality standards. Turkish universities who have participated in the CfP like the innovative space such projects provide even though the amounts are very small compared to the huge operations they run. While the Turkish labour market is more open compared to the other contexts, there are still many barriers, and most SuTP find themselves with low level jobs in the informal sector. The Programmes engage with the national authorities and Higher Education institutions in Turkey in successful ways which are beneficial for the SuTP students. The Turkish institutions are strong and stable, but the political context in Turkey has been very dynamic and demands constant adapting to new realities.

In Jordan, the economy is severely affected by diminished commercial activity with Iraq, Syria and now also Qatar due to instability in the region. The state is very sensitive to the influx of Syrian refugees and runs a very tight ship in documenting and constraining refugee residence, movement and access to the labour market in order to ensure social cohesion. The EUD plays a very hands-on role in the Edu Syria and Edu Jordan programme. It engages with the Secretary



of State for higher education in order to ease the operations of the programme. He has recently set up a project coordination unit which has already been involved in the CfP function of the HOPES programme. In addition to his engagement with the tertiary education working group on developing the education strategy for Jordan he seeks technical assistance for developing the policy making function and engagement with international programmes. The Ministry is keen to be a partner in the design of future EUTF Programmes in Jordan. This provides opportunity to leverage broader engagement with the state in easing the constraints on Syrian refugee access to the labour market. There are also opportunities with ILO who engages with Jordan on the labour law, and who has just opened a higher education desk in its Jordan offices. At the EUD level closer cooperation between the political and development units can yield leverage to further build on the Jordan compact agreement alleviating EU rules on country of origin regulation in exchange for opening the labour market of these sectors to more Syrian refugees. The universities in Jordan provide good quality higher education and have shown to be avid participants in the CfP. While the EUD has engaged deeply with the GJU programme, the opportunities for a broader and more high-level dialogue with the authorities have not been taken up fully.

The options for working with the state are more limited in the sensitive context of Lebanon. On the back of its history with Syria, the 70-year ongoing hosting of Palestinian refugees (PRL), the new influx of Palestinians from Syria (PRS), and of the 'Syrian displaced', this small and most diverse country has to keep a precarious political balance in the face of high levels of confessional and political fragmentation. The state remains fragmented and weak, while still many barriers remain in place for Syrian refugees, and the programmes have little impact to change this. The status of the Syrian refugees is kept unclear under the label 'Syrian displaced', which does not provide them with specific protection. While this strategy denies a protected status to the Syrian displaced, it also dilutes the administrative capacity for explicit discrimination by the state. However, many low-level regulations bar Syrians from many services and opportunities. Access to the labour market is severely restricted for the Syrian displaced and temporary residence permits require yearly renewal at high cost. Syrian displaced can only work in three sectors and Palestinians are barred from 39 professions. It is almost impossible for vulnerable non-Lebanese to open a bank account.

There is however strong leadership coupled with organisation of technical competencies in committees and continuity at the level of the Director General for Higher Education, which has produced a steady path towards a culture of Quality. Regulations regarding the obligation to set up QA units in each university and a process to establish and manage QA within the university has successfully been passed, but the law for establishing an independent QA Agency remains at a standstill in Parliament because of difficulties with powerful interest groups composed of a number of private universities which are run as family businesses.

The universities have a high degree of autonomy, as some of them predated the establishment of Lebanon as a country. There is only one public university (LU-Lebanese University) and 48 Private Universities. The Lebanese University is financed by the government on an input basis. The fees are subsidised and are the lowest in the country. Quality is however still very variable amongst universities, between faculties and between programmes. The main guidance for quality is the existence of international accreditation at university, faculty or programme level.

All in all, supply of higher education is very much concentrated in Beirut with the exceptions of the decentralised but very limited offerings of the LU satellites and of some other universities. This adds to the cost of transport for many students, especially Syrian refugee students.



Recently, the competition between private universities due to growing oversupply is leading to some bilateral deals with lower prices for scholarship funders. The HOPES programme runs a MA level programme and limits student choice to the Lebanese University in order to capitalise of state subsidy and limit tuition fee costs, while SPARK is cutting deals with selected private universities for pre-packaged study choices at BA level. SPARK engages with universities and programmes that have been accredited. As the programmes achieve their objectives through engagement with the partner universities, they do not really engage with the authorities. The EUD has established a dialogue with the Director General for Higher Education and cooperates with the sector at policy level, mainly on quality assurance through the Erasmus+ programme.

In Iraq, engagement with the state is particular given that most Syrian refugee students are concentrated in the Independent region of Kurdistan (KRI). The Kurdish Ministry of Higher Education and Scientific Research (MoHE) runs a centralised online admission system for student placement. Universities carry out admission tests with the selected students. Students can also apply directly to the University. Students face language problems as well as the need to provide original certification of secondary school for recognition and are required to pay tuition fees at foreigner rates in what is called the parallel system. The programmes work directly with the universities. SPARK has negotiated a discount rate with private universities while HOPES and DAFI scholarships pay the full rate. While the Ministry of Higher Education experiences good collaboration with HOPES and UNHCR/DAFI it expressed a preference for running scholarships directly through their centralized system in order to avoid duplications and to ensure a better overview of ongoing financing of students. Of the 21 public and 9 private universities, 4 are considered to be leading universities in Iraq. The Syrian refugees in KRI can access all jobs with their residency permit, except in governmental sector where exceptionally they can be hired under temporary contracts. For instance, Syrian refugee teachers teach at KRI refugee schools as lecturers. The programmes have a direct relationship with the authorities and the universities and succeed in finding ad hoc solutions to providing access to higher education.

National Policy influencing through EUTF programmes

Overall the Programmes have little leverage to influence policy because of the low volume of EUTF financing compared to demand, and because of the strength and assertiveness of state institutions such as in Turkey, or very cautious and conservative state institutions with limited capacity such as in Jordan, or weak and highly politicised state structures such as in Lebanon and Iraq-KRI.

Nevertheless, the potential openings we found in all contexts are not being capitalised upon by the programmes, except for their participation in the higher education working groups which mainly focus on enabling activities rather than influencing policy. While such policy influencing has not been explicitly included in the EUTF programme log frames, the elimination of barriers to entry is an important aspect of the specific objective of increasing access for Syrian youth in host countries, and often these barriers are also policy based.

The programmes also lack leverage in terms of critical mass as the volume of their funding allows for only a limited number of scholarships compared to demand. Back up by the EUD could give additional clout, but also the EUD are not fully using their capacity to engage with the state at various levels. The EUD representatives in Turkey, Jordan and Lebanon reported that overall the EUD are not sufficiently coordinating between their political and cooperation units or leveraging on critical mass by lining up all available EU funding instruments to influence



government policy dialogue in favour of fostering pathways and easing of barriers. For instance, the EUD could invest especially in engaging with government for easing recognition and mobility and allowing bank accounts for the students in order to ease their pathway beyond completion of their studies.

Impact monitoring

The programmes are in early stages for monitoring the impact of the provided services and have not yet set up systems for doing so, except for SPARK to some extent who is actively keeping track of its students and alumni in a centralised database.

The awareness of how national higher education systems are organised and funded is not high within the programmes, which hampers tracking of secondary effects of the programmes on the system.

The programmes are aware of initiatives of stakeholders and national authorities in response to the Syrian crisis, and in some cases in response to programme activities, but this information is anecdotal and not systematically tracked and incorporated in the result chain and reporting.

The Regional versus national approach

While the great variety and specificity of the visited contexts and the need to involve national authorities would warrant emphasis on a national approach to programme management, there are also substantial benefits to be gained from developing regional strategies and guiding principles combined with real time information systems and sharing of best practices.

As described under the previous section on the mutual beneficial relationships between the programmes, national authorities and partner universities, we find that while the contexts face the same regional problem of a sudden influx of Syrian refugees in their respective territories and societies, the consequences vary greatly as well as the responses each state provides to the crisis.

Turkey has a specific relationship with the EU which is also expressed in the number and size of the various EU financing instruments that are being deployed. Turkey itself is going through a dynamic process of transformation whereby the state is becoming increasingly centralised and assertive in overseeing and channelling external funding through its own institutional network. The state is also shrinking the space for civil society in an effort to limit external influence not sanctioned by the government. The potential added value of the Programmes to act outside these structures is also shrinking as a result. Future EU support mechanisms will need to resolutely choose for a deeper form of cooperation whereby a significant part of activities is embedded within state structures and institutions, albeit with technical assistance also embedded inside these institutions. There will be a limit to what is acceptable to the EU as there is a limit to what is acceptable to the Turkish Authorities. Within this space however, and given the institutional capacity in place in Turkey, there is room for a very productive 'state to state' cooperation approach.

In Jordan there is keen interest to work with the EU at various levels, and in integrating responses for Syrian refugees with those for national vulnerable youth and make more use of state structures and mechanisms in doing so. This keen interest is also expressed in the request to provide technical assistance and capacity building at the cabinet of secretary of State for



higher education. In turn this engagement can be used as leverage for influencing policy towards Syrian refugees.

In Lebanon, there is opportunity to engage with the National Director for Higher education at systemic and policy level, albeit his margin of manoeuvre has been reportedly limited. Such opportunities can be leveraged with other EU instruments such as Erasmus+ which is already deeply engaged at this level.

In Iraq-KRI the Kurdish Ministry of Higher Education and Scientific Research (MoHE) has expressed the wish to use the state-run centralised online admission system for student placement and provide help in strengthening higher education management.

The four EUTF programme management set-ups also provide four different models because of their different natures and the way in which they have developed and executed the programmes in the different contexts.

The EUTF programme with two international organisations UNHCR and SPARK, one consortium of European state sponsored organisations operating under the name of HOPES, and one national consortium of Jordanian Universities closely cooperating with the EUD. UNHCR has an international status as a UN organisation and SPARK is incorporated as an international NGO. Both SPARK and UNHCR have other funders of their Higher Education activities with Syrian Refugees in the region. SPARK works also with Alfa Kura, the Education Above All (EEA) programme of the Islamic Development Bank (ISDB), the Al Nouri Society from Kuwait and the Netherlands MFA. These grants cover additional scholarships as well as additional services such as student counselling, entrepreneurship and leadership training. UNHCR receives scholarship funding from DAFI and other sources.

While the HOPES consortium partners have international outreach and are sponsored by their respective national governments, the consortium itself has been created at regional level specifically for the purpose of executing the mandate it received under the EUTF financing agreement and is therefore fully dependent on EUTF funding. The GJU consortium has been created at national level specifically for the purpose of executing the mandate it received under the EUTF financing agreement and is also fully dependent on EUTF funding.

All programmes reported that a regional approach has the advantage that services can be streamlined and optimised and that best practices can be shared.

For SPARK, the regional approach allows for standardisation across donors and countries, while building services around the needs of the students locally. It also allows SPARK to develop and maintain a regional database of all its scholarship students on which it can capitalise. SPARK representatives also mentioned that a regional approach can provide leverage towards a given country by using its capacity to rebalance its support from one country to another in the region when negotiating terms and conditions with respective governments. SPARK also mentioned the benefit of having multiple regional funding sources with different donors as a strength for streamlining and standardising approaches across various countries. While this gives SPARK a strong identity and internal coherence it also implies that SPARK operates an agenda of its own, accommodating different funding sources and regulations into an approach of its own and operating a given set of skills and processes in its human resources portfolio. SPARK will



therefore have a strong regional outlook and approach which may make it less adaptive and flexible in assembling additional competencies according to a specific context and while SPARK reports close contacts with its scholarship students, it may hamper the deeper changes required for better fostering of student pathways.

The HOPES programme offers a portfolio of specific services delivered by respective partners in the consortium. Each partner can optimise regionally and adapt locally to the context. The scholarship and counselling programme were initially designed to be run at a regional level, but rather quickly they have been adapted in alignment with local conditions and in coherence with what the other EUTF programmes do in each context. The English language programme and capacity building programmes are internationally standardised British council products and are being applied context by context. The calls for proposals are issued regionally and published in each national context. The Campus France led communication programme and stakeholder dialogue and networks are both national and regional in nature, but the national dimension has been substituted for the higher education working groups in each context. So, the Hopes programme has clear regional features especially in relation with communication and networks. In each country, one of the partners is running the representation of the HOPES programme (NUFFIC in Turkey, DAAD in Jordan, Campus France in Lebanon, and British Council in Egypt), the British Council has the added advantage of having a British Council Representation in each context, providing support to the HEEAP sub programme of HOPES. This arrangement creates joint responsibilities and spreading of overheads across the consortium partners. In Turkey the scholarship component of the HOPES programme has opted for working through YTB with the advantages this brings, but this arrangement has also severely limited its operational capabilities to provide direct counselling and other services to the scholarship students and fulfil the reporting obligations of HOPES to the EU. As a result, the benefits that could have occurred at a regional level have largely been forgone in Turkey for the scholarship component of the HOPES Programme and the potential synergies it could have had at national level with the other components. While the HOPES programme provides a strong and flexible portfolio model of competencies, the isolation of its scholarship programme from the rest of its services compounds has exacerbated the silo effect. This silo effect was already triggered by the modalities of the programme setup in which consortium partners tend to optimise their own part of the contract and work towards their own targets. While each component of the HOPES programme delivers services to Syrian students directly or indirectly, from a student perspective the HOPES portfolio is not perceived as a complementary package of services that is built around their pathway.

UNHCR works only in Turkey with the EUTF and in line with its global policy of supporting state institutions, it works through YTB. UNHCR can provide a regional protection perspective to EUTF programmes, given that it operates in the other contexts with DAFI or other donor funding and is part of the higher education working groups in each context. UNHCR stated that it is increasingly focusing on labour market transition in its dialogue with authorities. UNHCR unique mandate also provides access to the minority of Syrian Refugees who remain in refugee camp conditions. UNHCR naturally has a regional approach to the Syrian refugee crisis as a whole in the development of protection policies and advisories to national governments. However, while UNHCR's humanitarian approach of spreading a given budget and support



services across as many families as possible may make sense in an emergency distribution of basic goods, it fragments Higher education support and hampers pathways from a student perspective as a given student cannot continue from one degree to another under the programme, and it forces parents to discriminate between children as siblings from the same family unit cannot obtain a scholarship from the same programme.

From the perspective of the EU Delegations, the regional approach is very useful in defining broad guiding principles, as well as establishing a coherent logic of goals, objectives, results and indicators. In terms of Management and contracting however, the EUD report that a national approach would allow for much better synergy and mutual leveraging between different EU financing instruments in each context and provide the EUD with a closer and more relevant cooperation logic and negotiation position across its portfolio of financing instruments. Regional contracting is considered inflexible at national level, stimulating consortium partners to organise regionally by component which has a scattering effect on expertise and pushes up travelling time and costs. The EUD stated the disempowering effect regional reporting systems of results and budget execution to Brussels, and feel that while the regional steering committee meetings provide benefits in sharing experiences and best practices, they do not gather the right partners at the table to provide meaningful steering of the activities as in their view that should happen at the national level.

In terms of contracting the EUD report that from their perspective the informal concept notes to the EUTF functional mailbox is not a robust procedure to bring Action documents to the EUTF board. One Delegation raised that the experience where a negative evaluation by EUD on certain proposals had no bearing on the awarding decision, and questions whether the current procedure is actually fully respected. There is a need for a forum for EUD's to discuss the EUTF.

In Turkey, the slower IPA and FRIT dynamics take precedence over the faster and more flexible EUTF dynamics. For instance, the decision whether to include a Higher Education component in FRIT 2 or not, is creating inertia for the EUTF Higher Education component and difficulties for processing new proposals. From the EUD perspective the coordination between the secretariats of FRIT and EUTF in Brussels is not efficient or effective. The EUD feels that the Brussels based system leads to political lobbying and promoting top down proposals at the expense of bottom-up homegrown responses.

The various perspectives described above with respect to the different aspects of the EUTF evaluation suggests that a better understanding is needed of which aspects of the EUTF are better served by a regional and which better by a national approach, so that both can be calibrated to provide the best possible mix of both perspectives. In support to providing a better understanding the table below provides an overview of which areas would -in complementary fashion- be better served by a regional and which by a national approach. This will be further discussed in the section 3.4, laying out the recommendations.



Table 10: Complementary regional and national approaches

Regional (EUTF coordination team supported by one specific regional EUTF programme)
<p>Regional response strategy with overall guiding principles¹⁴ for project design</p> <p>Regional Fund-raising strategies and connecting funding instruments</p> <p>Regional linking and networking of EUTF partner Universities and alumni</p> <p>Regional policies of recognition and student pathway mobility</p> <p>Regional cloud-based real time EUTF reporting database</p> <p>Sharing of best practices in policy, programming and execution</p>
National (EUD and EUTF Programmes)
<p>Engagement with the state in policy negotiation and channelling and cooperating with its institutions</p> <p>Ensuring linkages and mobility between study levels in the national education systems</p> <p>Capacity building of state institutions and of programme managers and coordinators</p> <p>Fundraising and connecting funding instruments and sources in the national context</p> <p>Developing action documents in line with overall guiding principles</p> <p>Tendering and contracting EUTF programme agents including local partners</p> <p>Monitoring and steering of EUTF programmes in national context</p>

Efficiency

In this section the team presents the evaluation results related to the extent to which [EQ5] the EUTF programmes the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how they compare.

Cost per student – Direct costs

The assessment of the efficiency of the EUTF programmes suggests that a strategy of maximising numbers through package deals and closed lists in order to increase the scholarship numbers for a given budget, comes at the cost of limiting study choices for students, reducing income for the partner universities, and shaving off stipends. This in turn may explain why following such strategies dropout rates turn out higher than when free study choice is allowed albeit at higher direct cost.

All programmes in all countries have equal or lower per student costs than budgeted, with the exception of the SPARK TVET Lebanon costs, the GJU Bachelor costs, and UNHCR MA and BA through YTB in Turkey.

The most substantial reduction in costs being:

¹⁴ In the recommendations a set of guiding principles is put forward by the evaluation team



- UNHCR and HOPES BA and MA lower standard tuition costs with YTB in Turkey.
- SPARK BA scholarships in Turkey negotiated down to a zero-tuition fee.
- HOPES BA lower tuition costs for Lebanese youth tuition. The actual amount being provided is for two years only.

HOPES MA scholarships fees much lower as the MA programme is only offered at LU in Lebanon

Table 11: Direct cost per student per level for each programme and in three contexts against budgeted

Description	TURKEY						LEBANON				JORDAN			
	UNHCR		HOPES		SPARK		HOPES		SPARK		HOPES		GJU	
TVET														
	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget
Tuition / Registration per student									1'740	491			5'350	5'350
Stipend per student									6'120	6'000			2'415	2'500
Other per student													750	750
Total per student									7'860	6'491			8'515	8'950
BACHELOR														
	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget
Tuition / Registration per student	192	1'369	90	6'000	0	8'456	270	2'300	1'150	3'058			8'850	8'850
Stipend per student	11'186	11'186	5'184	6'000	6'667	6'667	4'800	7'200	6'120	6'000			4'000	4'000
Other per student	199	820	0	0	0	0								250
Total per student	11'577	13'812	5'274	12'000	6'667	15'123	5'070	9'500	7'270	9'058			15'216	14'540
MASTERS														
	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget
Tuition / Registration per student	128	1'369	90	6'000			2'100	20'000			7'000	7'150	5'225	5'225
Stipend per student	11'186	11'186	4'320	6'000			4'800	7'200			4'800	7'200		
Other per student	199	820	0	0									383	318
Total per student	11'513	13'812	4'410	12'000			6'900	27'200			11'800	14'350	5'607	5'542

These lower than budgeted costs per student give room to the programmes for offering more services to the scholarship students or to offer scholarships to a greater number of students.

When going back to the table of scholarship target achievements we can see that except for Turkey, the programmes have in most cases chosen the latter where possible.

Table 12: Achievements against planned – Scholarships (repeated for easy reference)

Targeted versus actual - scholarship as at June 2018

	Turkey			Jordan			Lebanon			Iraq			TOTAL PER PROGRAMME		
	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%	Targeted	Actual	%
HOPES	114	95	83%	66	60	91%	60	157	262%	33	111	336%	273	423	155%
SPARK	778	622	80%				650	962	148%	350	400	114%	1'778	1'984	112%
GJU				1'000	1'518	152%							1'000	1'518	152%
UNHCR	354	354	100%										354	354	100%
TOTAL PER COUNTRY	1'246	1'071	86%	1'066	1'578	148%	710	1'119	158%	383	511	133%	3'405	4'279	126%

However, in order to complete the picture, it is also important to look at dropout rates as they also represent retention efficiency.

Table 13: Overall dropout rates (repeated for easy reference)

Enrolled versus drop-outs

	Turkey			Jordan			Lebanon			Iraq			TOTAL PER PROGRAMME		
	Enrolled	Drop-out	% drop-out	Enrolled	Drop-out	% drop-out	Enrolled	Drop-out	% drop-out	Enrolled	Drop-out	% drop-out	Enrolled	Drop-out	% drop-out
HOPES	95	5	5%	60	2	3%	157	7	4%	111	11	10%	423	25	6%
SPARK	622	88	14%				962	197	20%	400	64	16%	1'984	349	18%
GJU				1'518	279	18%							1'518	279	18%
UNHCR	354	20	6%										354	20	6%
TOTAL PER COUNTRY	1'071	113	11%	1'578	281	18%	1'119	204	18%	511	75	15%	4'279	673	16%

Combining the data from the three tables, we see that GJU generates 152% of the planned scholarships from a 100% budget at the cost of an 18% dropout rate. SPARK generates 145% of planned BA scholarships from 56% savings on the planned budget per student at a cost of 40% dropout rate¹⁵ for the first intake in Lebanon. The HOPES programme keeps to its initial targets for Turkey and Jordan despite budget savings of 59%, and 18% respectively while achieving low dropout rates of 5% and 3% respectively. In Lebanon HOPES generates 262% of planned scholarships from budget savings of 67% (BA & MA combined) at a low 4% dropout rate. UNHCR stays on target and pays out similar stipends to YTB for its students as does the HOPES programme.

These differences do reflect how different strategies pan out in different contexts. SPARK and GJU operate a policy of maximising numbers through package deals and closed lists and increase the scholarship numbers. This approach limits study choices for students, reduces income for the partner universities, and shaves off the stipends which may explain why in both cases dropout rates turn out rather high.

The HOPES programme keeps to its policy of free study choice in Turkey and Jordan with low dropout rates, and in the face of steep tuition fees in Lebanon HOPES decided to limit the choice of university to LU in order to capitalise on state subsidised rates. Even in this case the HOPES programme succeeds in keeping dropout rates low.

UNHCR operating only in Turkey for EUTF also goes through YTB which allows for standardised costs and while it does not report substantial budget savings as it keeps its pay outs as planned to YTB and achieves very low dropout rates through the YTB system.

In terms of direct cost per student and low dropout rates, it is fair to conclude that HOPES and UNHCR run the most cost-efficient scholarship programmes, with the possible caveat that the data provided by YTB cannot be verified.

Cost per student – Indirect costs

As the financial reports showed too many discrepancies across programmes to make them comparable indicative management and administration costs have been reflected as they were budgeted per student on the basis of targeted number of students, and not on the actual expenses or actual student numbers. This shows how the weak reporting formats disable adequate monitoring and evaluation of costs and cost ratios.

¹⁵ Please refer to Table **Error! Main Document Only.**: overall dropout rates Lebanon



In order to get a sense of indirect costs, we included in the table below the budgeted indirect management and administration cost related to each scholarship programme and divided the amounts over the number of scholarships.

Table 14: Comparative cost per student with management and administration cost as per budgeted

Description	TURKEY						LEBANON				JORDAN			
	UNHCR		HOPES		SPARK		HOPES		SPARK		HOPES		GJU	
TVET														
Total per student	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget
Plus management/admin costs per student									7'860	6'491			8'850	8'850
Grand total per student									1'415	1'415			1'167	1'167
									9'275	7'906			9'682	10'117
BACHELOR														
Total per student	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget
Plus management/admin costs per student	11'577	13'812	5'274	12'000	6'667	15'123	5'070	9'500	7'270	9'058			15'216	14'540
Plus management/admin costs per student	528	528	3'817	3'817	1'967	1'967	7'967	7'967	1'415	1'415			1'167	1'167
Grand total per student	12'105	14'340	9'091	15'817	8'634	17'090	13'037	17'467	8'685	10'473			16'383	15'707
MASTERS														
Total per student	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget
Plus management/admin costs per student	11'513	13'812	4'410	12'000			6'900	27'200			11'800	14'350	5'607	5'542
Plus management/admin costs per student	528	528	3'817	3'817			7'967	7'967			6'782	6'782	1'167	1'167
Grand total per student	12'041	14'340	8'227	15'817			14'867	35'167			18'582	21'132	6'774	6'709

As the financial reports showed too many discrepancies across programmes to make them comparable the table above shows the average total cost per student for each level per country and per programme including indicative management and administration cost as they were budgeted per student on the basis of targeted number of students, and not on the actual expenses or student numbers.

HOPES management and administration costs are the highest in all countries. Where HOPES has managed to reduce the prices of the tuition fees, the budgeted management and administration costs have proportionally increased per student. For example, where the percentage of management and administration costs for the MAs level in Lebanon represented about 21% of the total per student cost in the budget, the same nominal amount inflates to a proportionate 54%, as tuition fees decreased from 27,200 Euros to 6,900 Euros. So, while the HOPES programme clearly budgeted the highest level of indirect costs for its scholarship programme whereas GJU and SPARK report similar amounts hovering between 1,200 and 1,500 Euros while for UNHCR these costs drop to 528 per student. Given the wildly varying budget formats between the programmes which do not allow alignment and comparison of cost descriptors and incomplete information on whether these costs have actually been spent allowed us only to establish an indication of the cost efficiency including these indirect costs.

Coherence

the team presents the evaluation results related to the extent to which [EQ6] the EUTF programme portfolio is complementary and does avoid both gaps and duplication and [EQ7] to what extent there are complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and whether these have been considered.

Complimentary actions within EUTF

The EUTF portfolio has achieved de facto complementary action by design in which the programmes stay out of each other's way by offering scholarships at different levels with different partner universities and to different target groups in a given context. While this parallelism provides for coherent mapping of services at all levels in each context, it foregoes opportunities for integration and leverage within the EUTF portfolio, and for enhancing pathway continuity for the student.

Table 15: Mapping of complementary of EUTF actions

	Turkey	Jordan	Lebanon	Iraq-KRI	Syria
Master	HOPES/DAAD UNHCR	HOPES/DAAD	HOPES/DAAD	HOPES/DAAD	
Bachelor	HOPES/DAAD UNHCR SPARK	GJU	HOPES/DAAD SPARK	HOPES/DAAD SPARK	
TVET	SPARK top up	GJU	SPARK	HOPES/DAAD	SPARK
Short Courses	HOPES/CFP	HOPES/CFP	HOPES/CFP	SPARK	
Preparatory courses	HOPES/HEEAP HOPES/CFP HOPES/YTB UNHCR/YTB	HOPES/HEEAP HOPES/CFP	HOPES/HEEAP HOPES/CFP		

In all contexts, the EUTF portfolio is fairly complementary in terms of coverage of study levels with initially a gap in Turkey in EUTF provision at TVET level which has recently been filled through the SPARK Top up programme. In Turkey, working through YTB has made the HOPES programme support services to students almost redundant. In Jordan there is de facto complementarity between the programmes as they each target a different level of study in parallel with little coordination. In Lebanon as well, the programmes create complementarity by staying out of each other's way and providing scholarships at different levels. However, many of the services provided by the programmes could be substantially strengthened through enhanced coordination and collaboration.

Through this form of parallel complementary action, the EUTF programmes avoid duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups, stakeholders, geographical coverage, and eligibility criteria. In Turkey, the YTB information system can quickly detect should the same student obtain more than one scholarship. Furthermore, the seemingly complete coverage does mask the fact that critical mass is lacking at MA level in IRAQ-KRI, with only three HOPES MA scholarships.

Through the Higher Education working group, the EUTF programmes manage coherence and complementary implementation in the different contexts. In certain contexts, notably in Turkey, UNHCR's leadership has been reportedly critical for the functioning of the working group and has been especially valuable in the absence of government coordination. However, overall the programmes tend to stay out of each other's way instead of actively cooperating

towards synergies and efficiencies. Each EUTF programme tends to self-optimize in the pursuit of its own targets, not only with the intention to be individually accountable to the EUTF but also to further their own broader agenda and mission as is the case with SPARK and the UNHCR. A similar dynamic is also visible within the HOPES consortium itself where each consortium partner self-optimizes in the pursuit of their respective targets and accountability to the EUTF. In the same vein GJU optimises its budgets towards a maximisation scholarship number strategy. This supply-driven approach by the EUTF partners in all EUTF programmes fragments outputs and weakens the benefit of a complementary, coherent and complete support package and outcome for the student. The EUTF programmes are not actively pursuing a pathway fostering strategy for the targeted Syrian students, not within their own programmes, and certainly not between EUTF programmes. This creates gaps such as inadequate language and preparation training, or if so and successfully completed, the preparation does not lead to a scholarship within the same programme or another EUTF programme. Because of parallel complementary action a successful BA degree through one EUTF programme cannot lead on to a MA scholarship within the same programme, and no linkage is foreseen to another EUTF MA scholarship programme. Until now, the link with the labour market is not properly fostered within the EUTF programmes or between them.

While coherence between the programme may be in place from a programme point of view, the student at the receiving end of the various initiatives does not find such coherence on his pathway. Clearly, many benefits could be yielded for the target beneficiaries through a pathway fostering strategy within each EUTF programme and across the different EUTF programmes.

Complimentary actions between EUTF and other financing instruments

Complementarities and synergies with other EU and non-EU instruments are insufficiently explored and the complementarity between EU and non-EU instruments is not actively pursued as a strategy for policy dialogue and implementation of joint initiatives with national authorities.

In Turkey, the EUTF programmes fall under the FRIT coordinating mechanism and avoid duplications with other financing mechanisms, but no clear synergies between financing instruments have been reported. The IPA higher education expert participates in the evaluation of the concept notes and is invited to steering committees and field visits. Complementarities and synergies with other EU and non-EU instruments are insufficiently explored and the complementarity between EU and non-EU instruments is not being maximised.

When reviewing the broader picture across donors and financing instruments, a similar pattern is visible. Regular coordination meetings provide information exchange mechanisms between programmes, and effective database management of state institutions do produce a low degree of duplication. Still, the overall provision of scholarships does not respond to the demand, and also gaps do remain, notably the provision of English language courses at an adequate level to enable students to access higher education in English.

Lack of coordination does still happen in negotiations with stakeholders and partner institutions which generate different scholarship rates for the same course at the same university across different funding instruments. As was described under programme design and student



pathways, different funders provide support by using a variety of funding instruments to finance a number of programmes. These in turn are implemented by various agencies who each provide a variety of support services. As this funding cascades down, each funder, programme, agency and service provider will aim individually at optimising their own planned activity and achieving their planned targets. This vertical branching and optimisation at each stage results in a wide array of fragmented injections of support straddling the pathway of Syrian refugees without fully covering their needs in a consistent way. While coordination efforts of donors, programmes and implementing agents are often genuine and manifold, they function as a coping mechanism which may alleviate but which does not really overcome this structural fragmentation of support.

Sustainability

In this section the team presents the evaluation results related to [EQ8] what the implications are for the sustainability of the EUTF programmes under different scenarios for Syria, and to which degree the host countries are foreseeing expanding their own funding to accommodate the influx of more refugee students.

Sustainability through multiple scenario planning

The EUTF portfolio is lacking a clear multiple scenario strategy in order to maximise the sustainability of the benefits of the action. Sustainability in the context of different scenarios was not considered at the onset of the programmes, with the main focus being on enrolling the targeted number of students.

As competences and skills gained through higher education must be maintained through meaningful engagement with the study field through work or research in order to keep them updated and relevant, it is important to provide opportunities in as many scenarios as possible.

Implicitly, the EUTF programmes have mainly oriented their response to return/reconstruction or integration in the host country labour market scenarios, while under the UNHCR 'three durable solutions umbrella' policy a pathway to resettlement is also included, and SPARK considers pathways towards the labour market in the Gulf states.

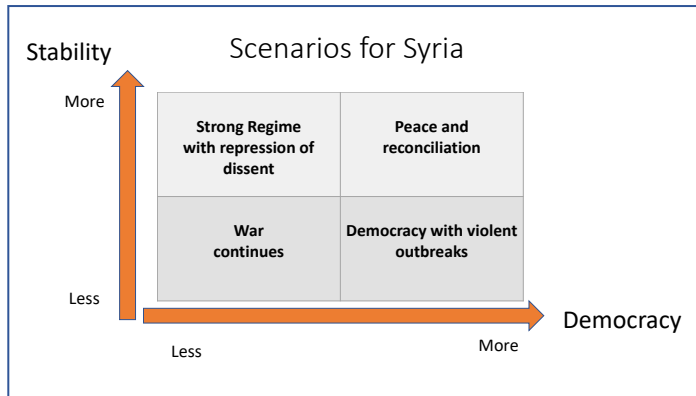
The lack of options after graduation is a major concern for the students in all contexts, and many seek the continuation of their studies in order to delay or escape facing the constraints of the labour market in the hope that they may be able to return to Syria or resettle later on.

In the focus groups, we tested a number of scenarios for Syria with Syrian students in each context. We asked them to rank the likeliness of each of four scenarios from 4 (most likely outcome) to 1 (least likely outcome).

The scenarios were constructed along two main drivers; the degree of stability and the degree of democracy that would emerge after the war. The four scenarios in this matrix range from the continuation of war (low stability / low democracy), the emergence of a strong regime (high stability / low democracy), the emergence of democracy with violent outbreaks (low stability / high democracy), and peace and reconciliation (high stability / high democracy)



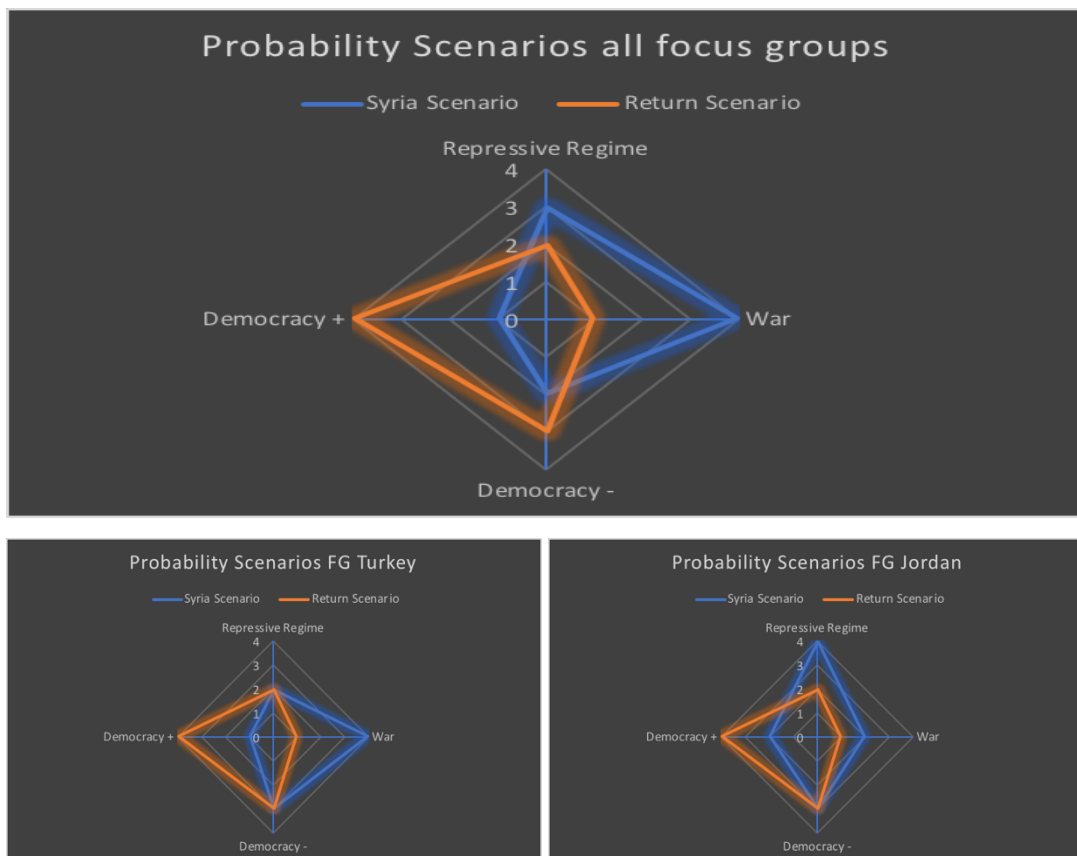
Figure 1: Scenarios for Syria

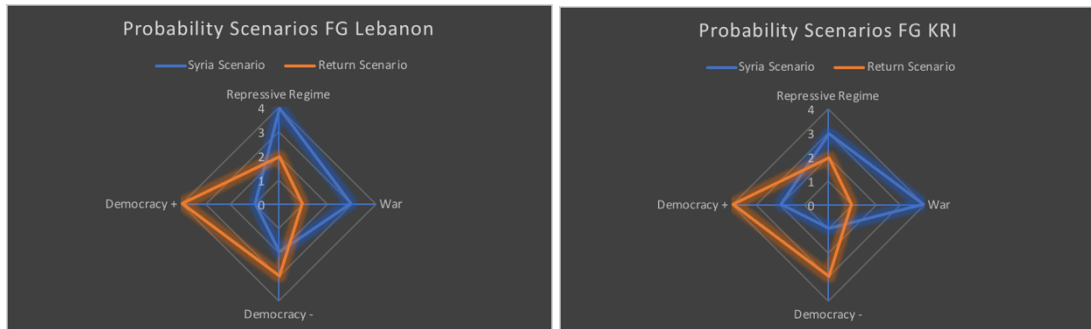


We also asked students to rank the likeliness of their return for the four scenarios from 4 (most likely return) to 1 (least likely return).

As the focus groups took place late April in Turkey, and late May in Jordan and Lebanon, the results were influenced by the dynamic situation in Syria, the responses nevertheless showed remarkable similarities among the different focus groups. When set of against the return scenarios in the figure below, we see that the most likely scenario for Syria generates the least likely return and the least likely scenario for Syria the most likely return. The likeliness of scenario and return is aligned most around the democracy with low stability scenario.

Figure 2: Scenarios for Syria versus return scenario





While among the Turkey and KRI focus group students the scenario for war in Syria was rated highest, students in the focus groups of Jordan and Lebanon considered that a continued repressive regime in one form or another would be most likely. Apart from those differences in outlooks for Syria the responses were strikingly equal in terms of return scenarios. All focus groups considered their return most likely in the scenario of a full democracy, which was considered as the least likely scenario by most. As the second most likely return all focus group indicated the imperfect and unstable democracy scenario which received mixed ratings from the different focus groups. While the focus groups in Jordan and Turkey thought that the imperfect democracy scenario would rank second in terms of probability, the focus groups in Lebanon and KRI were less convinced and rated the probabilities for war or a repressive regime higher. The overall chart combining all responses reflects a willingness to go back if (4) democracy, or (3) some form of democracy is established, some willingness to go back if (2) stability is established albeit under a repressive regime, while understandably almost nobody would go back under (1) continuing war.

These results point to the fact that most students will not go back if there is no renewal and some form of democracy established in Syria. Regardless of the probabilities students estimated for these scenarios, it provides a guide to the EUTF in function of the developments in Syria.

The scenarios and their interpretation were strongly influenced by the compulsory military service which many young Syrians have escaped by leaving the country, and it came up as an overriding reason not to go back. When more qualitative conversation was developed around fulfilling military service without war, or under a democracy, or an amnesty would be extended under the repressive regime, perceptions shifted somewhat.

The learning point here is that the EUTF programmes cannot simply plan for the reconstruction of Syria or integration in the host country labour market as the only scenario. Given the dynamics and the uncertainties it is important to plan for as many pathway options as possible, in order to ensure that the EUTF graduates can capitalise on their degrees and generate sustainable benefits for themselves and their families.

The changing young Syrians

Syrian refugee students have been exposed to new environments after growing up in a closed and controlled country. The effects vary from context to context. In very general terms, as time progresses, more and more Syrians will have spent their youth in the acculturation of Turkish schools and universities, will have been exposed to the conservative environment of Jordan, or

will have grown accustomed to the creative chaos of bustling Lebanon. In any case they will have internalised a more open understanding of the world and its opportunities, especially the highly educated who can also access English language information over the internet. If conditions allow their return, they will change Syria and they will build a new country, not rebuild the old Syria.

A changing Syria

The Economist reports that as the war runs to its end in Syria, all of the cities recaptured by the government now belong mostly to Syria's victorious minorities and the Syrian authorities seem intent on maintaining the new demography. It declared that Syria has "won a healthier and more homogenous society".

Thousands of empty homes have been reassigned. A new decree, called Law 10, legitimises the government's seizure of assets. Title-holders will forfeit their property if they fail to re-register it, which puts the millions who have fled the country in a difficult dilemma. Refugees must obtain permission from the security services to return. Thousands have applied; only a few have been allowed back. Refugees can designate family members in Syria to represent them, but they must obtain a certificate of good conduct from the police. Anyone with ties to the opposition is unlikely to get one. Many Sunni homes and shops have already reassigned. Despite the uncertainties of a return, law 10 act as a magnet as well for the many refugees who want to claim their assets before it is too late and who fear that if they don't go back soon, they may be kept out for ever.

In Turkey meanwhile, the government has shifted from its integration only scenario which it held until recently. Now there is emerging openness to the return scenario. In Jordan and Lebanon voices call for a swift return as soon as Syria is stabilised.

In the face of all these contradictory and interacting dynamics, the UNHCR has the clearest multi scenario policy among the EUTF partners. It is called the '*three durable solutions' umbrella*'

Under this approach the UNHCR provides three scenarios for Syrian Refugees.

1. Voluntary repatriation with return strategy conditions, whereby safety is primordial
2. Local integration and/or temporary social cohesion
3. Resettlement

SPARK has worked with return scenarios, integration in the host country labour market and preparing for accessing the labour market in the Gulf states. It also foresees the potential sub scenario of Syria being divided in four regions which would justify both state and local engagement in the current Syria. The HOPES programme works mainly with the integration and/or return/rebuild scenarios.

EUTF presence within Syria through SPARK meanwhile is tentative and fraught with the complexities of operating in a war zone with shifting front lines. However, as the war in Syria subsides, this presence and also the partnership with UNHCR as a standing EUTF partner in Turkey could become strong assets for facilitating and engaging with the return scenarios if the EU decides to do so.



Implications

The main implications are that the way the programmes are set up must be fit for purpose for all possible outcomes. This also means that as many study choices must be offered as possible across the region so that diverse human capital is built up among the Syrian community. This would also facilitate regional connections between young highly educated Syrians for the construction of future Syria if the situation allows or for living international lives outside Syria while staying connected with their roots. A measure fitting all scenarios is to foster the pathway to Europe for high performers who can obtain a Master or PhD scholarship. Another is to overcome local barriers and/or prepare the return or international lives through significant investment in fostering pathways towards digital livelihoods.

Sustaining the benefits through host country initiatives

Apart from Turkey the EUTF programmes cannot count on sustainability initiatives at the national level. However, as long as the EUTF remains engaged governments in Jordan and KRI have expressed willingness to increase and intensify their cooperation.

Turkey is already funding the lion share of SuTP student scholarships and will continue to do so over the next 5 years. YOK, YTB, MoHE and the public and private universities are jointly implementing a government policy of integration of SuTP students. Of the total number SuTP students in a higher education scholarship programme, YTB finances 93% and EUTF and DAFI jointly finance only 7%. The Turkish authorities have already confirmed that they would cover the scholarships should EUTF scholarship students find themselves unfunded before completing their programme. There is a risk however that Turkish economic problems and political dynamics may suddenly change attitudes towards Syrian refugees. In Jordan the government focuses on ensuring stability within a complex socio-political context compounded by the Syrian crisis. HE scholarships for Syrian refugees is not seen as a priority in the government budget, but there is openness to cooperate with external funders provided a substantial proportion of this funding is also reaching vulnerable young Jordanians. In Lebanon National programmes targeting young Syrian refugees and access to HE seems unlikely, as the Lebanese government is focusing primarily on primary and secondary education. So far there is only one national programme in KRI which supports Syrian young learners in the face of severe budget constraints.

EU Added Value

In this section the team presents the evaluation results related to [EQ9] what extent the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders and [EQ10] what types of EU added value can be distinguished and at what levels do they have a significant effect

Visibility

In general, the EU logo is overshadowed by the UNHCR and YTB brands in Turkey, while in all other contexts the EU logo is highly visible on HOPES and GJU materials and visible at par with SPARK branding. The low media exposure of the EUTF stands in contrast to the investments made in EU visibility on all its materials, especially within HOPES which has a specific



component dedicated to communication and networking. This may indicate that a much more active media strategy is required with press releases, communiques and people stories to promote EUTF activity across the region.

In Turkey UNHCR and HOPES are hampered in raising visibility and awareness to students with scholarships channelled through YTB, and SPARK reports that more efforts are being made during orientation sessions. In Jordan the HOPES and GJU programmes and their partners ensure proper EU visibility throughout their outreach initiative and communication with target groups and stakeholders. In Lebanon the HOPES and SPARK programmes ensure proper EU visibility throughout their outreach initiative and communication with target groups and stakeholders, but such efforts are much less visible from the partner universities. In Iraq-KRI HOPES and SPARK spend efforts in awareness building during orientation and scholarship award events.

In the focus groups in the respective countries it was apparent that in Turkey students are aware of the opportunities that scholarships provide and the perspectives it offers, but not make a strong connection between the EUTF implementing partners and EU funding. In Jordan Lebanon and Iraq-KRI students are adequately aware of the EU funding, the opportunities provided, and the perspectives EUTF funding offers.

In Turkey the EU logo is prominent on university communications related to the EUTF programmes and on EUTF programme communication itself. YTB does not promote the EU logo prominently. In Jordan the EU logo, the EU flag and mention of the EU appears prominently in all relevant university and programmes communication. In a number of the visited universities the EU flag was prominent in offices and or student premises. In Lebanon EU visibility is adequate on SPARK and HOPES material, but not visible on partner universities websites. In Iraq-KRI EU visibility is also adequate on SPARK and HOPES material, but the team could not make any verification on site.

From media reports monitoring records at the EUD in Turkey we conclude that the EUTF was mentioned with a frequency of once in six months with coverage in the regional, national, and local press in Turkey. It is not clear in how far these mentions concern the EUTF higher education action or other EUTF actions SPARK is mentioned almost every 3 months in the national press with higher frequency in the local press, but it is not clear whether it is EUTF related. UNHCR is mentioned several times each month but there is no clear distinction whether it concerned EUTF higher education or not. The HOPES programme was not mentioned at all in the period covered by the EUD records.

Based on a quick scan of local media in Arabic our estimate for Jordan is about quarterly as measured between March 2017 and June 2018, in Lebanon EUTF was mentioned every six months as measured between January 2017 and June 2018, and in Iraq-KRI the EUTF was only mentioned twice as measured between August 2017 and August 2018. The KR-I media did mention DAFI more often.

We noted that the local media in Jordan and Lebanon often addresses EUTF programmes when a government official meets with a delegation of officials from the European Union.

The low media exposure of the EUTF stands in contrast to the investments made in EU visibility on all its materials, especially within HOPES which has a specific component dedicated to communication and networking. This may indicate that a much more active media strategy is required with press releases, communiques and people stories to promote EUTF activity across the region.

Types of EU added value

Universities, NGO's and national authorities see added value in working with the EU. This added value is perceived as opportunity for innovation, expertise, sharing of best practices in national and regional policy. The low volume of EUTF finance and the limited coordination across EU instruments is spreading resources thin and lacking critical mass for a more comprehensive EU support and added value in the region.

While the potential coherence and integration of the various EU financing instruments is not yet being realised in Turkey, the evaluation as a whole shows the positive effects of the EUTF intervention. Universities and local NGOs eagerly engage with the CfP as they provide space for innovation and free exploration for piloting new ideas and solutions for Syrian refugees. Universities in Turkey and Jordan see also opportunities for institutional development and a growth path towards other EU financing instruments such as Erasmus + and Horizon 2020. In Turkey, Jordan and Iraq-KRI the government sees added value in working with the EU and wishes to deepen cooperation in different ways, and in Lebanon the Director General for higher Education works closely with the Erasmus+ programme to pursue a path of quality assurance in the sector. In Iraq-KRI the programmes are seen to contribute significantly to supporting the local governments and universities. More specifically, it was raised that the programmes contribute significantly in bringing government and civil society expertise and knowledge.

Across all contexts, the focus group students expressed the sense of trust and justice they associate with the EU.

While these effects are important, especially in Turkey, EU added value lacks critical mass because the size of the EU financial response compared to the demand and compared to the investment made by the Turkish authorities is only marginal. In the other contexts the national responses are weak but also there the EU volume of the financial response lacks critical mass compared to the demand. In addition, the overall tendency to operate in silos, within the EUTF, with other EU financing instruments, or with other organisations is forgoing opportunities to expand the scope of the programmes for a more comprehensive EU support and added value in the region.

While the EUTF regional approach has increased the awareness of the various authorities with respect to the regional response to the Syrian refugee crisis and on issues of transferability and recognition of credits, this has not translated in much action. The exception is in Lebanon where universities are taking measures to ensure recognition of Lebanese degrees in Syria and where the pre-existing pre-conflict bilateral agreement between Syria and Lebanon ensures mutual recognition of secondary and tertiary education certificates. Overall, however, no direct actions have been taken by the EUTF programmes with regards to national qualifications frameworks, recognition of degrees and transferability of credits across the region.



While the EUTF has created a regional HE response to the Syrian refugee crisis, the actions have so far translated in a low volume response spreading resources thin and lacking the critical mass required to significantly address the volume of demand. Two regional level meetings have been sponsored by the EUTF through HOPES and SPARK. These EU regional conferences have attracted increased interest in the Syrian refugee crisis, but the extent to which they have increased the funding for HE programmes and facilitated the integration of Syrian youth HE programmes across the region and in Europe is subject to impact analysis, as the programmes have not built in impact analysis instruments to follow up on these events. SPARK, already active in organising regional conferences sponsored by other donors, is actively raising funding and has reported to be gaining traction with regional donors willing to provide matching funds to those of the EU in response to the Syrian crisis.

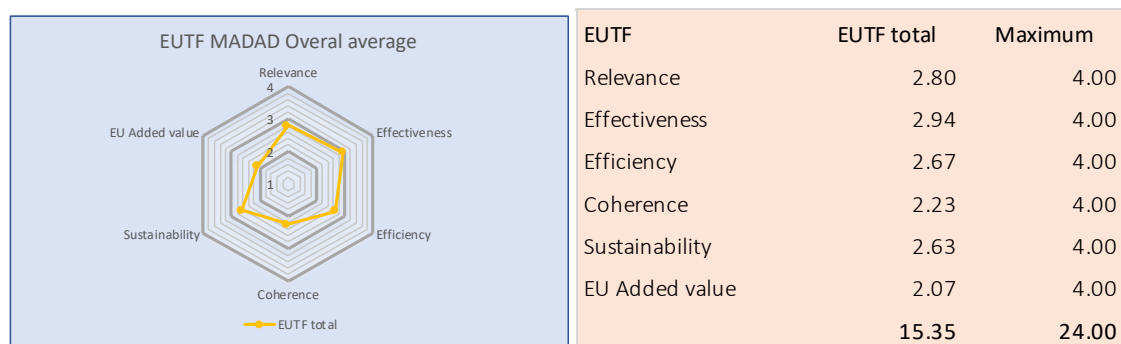


3.3. Conclusions and lessons learnt

As explained in the evaluation methodology the team has developed scorecards for rating each programme in each context on the basis of the evaluation questions, judgement criteria and indicators in the evaluation framework. We provide here summary table and graphic overview. The scorecards themselves can be consulted in the respective annex of each context.

The graph below shows an overview of how the EUTF has been rated with respect to the evaluation questions. This overall picture is indicative of the evaluation findings. It is based on average scores of all programmes across all contexts. 1 is the lowest and 4 is the highest possible score.

Figure 3: EUTF Evaluation results all programmes all contexts



The overall picture shows how the EUTF scores close to 3 out of 4 for relevance, effectiveness, efficiency and sustainability, and closer to 2 for coherence and sustainability.

This reflects the following overall conclusions:

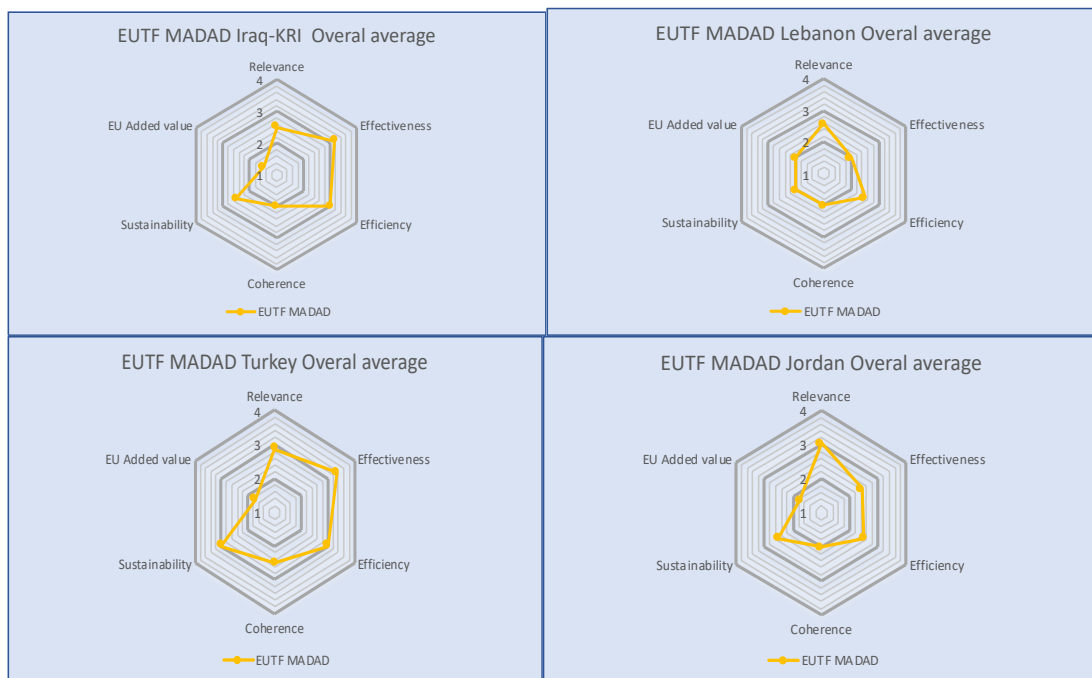
Relevance:

1. While overall the programmes meet the needs and increase the perspectives of young refugees from Syria who are granted scholarships, the support is fragmented and incomplete from a student pathway perspective. Pathway continuity is interrupted between preparation for admission towards enrolment, in transiting from one degree to the next and from study towards the labour market.
2. Across all contexts the volume of the response is far too limited compared to demand leaving a large number of potential students without scholarships. In several contexts the programmes respond by maximising the numbers out of a given budget at the cost of affecting student choices and livelihoods negatively. Still, the low volume of the response reduces the chance to be selected to such a degree that eligibility and selection criteria become instruments of exclusion rather than the means for targeted inclusion they are meant to be. For those that are selected, high dropout rates in several programmes indicate that the combination of fragmented support and budget maximising contributes to losses of time energy and investment for both the EUTF and the students.

Effectiveness

- Programmes are largely effective in achieving and exceeding planned targets in the scholarship programmes. These stellar results are based mostly on a supply and target driven approach whereby targets are being substituted for results. This reflects poor programme designs based on inadequate result descriptors which do not allow for a qualitative assessment and reporting of the benefits delivered by the programmes. The targets obscure qualitative successes as much as they overstate the quantitative success and withhold the programmes from integrating new learning in the programme designs. The supply and target driven approaches lead programme actors into silo effects of individual target optimisations and fragmenting support towards the students.
- The EUTF programmes do engage effectively with their respective operational contexts but only in transactional ways that are instrumental to achieving their targets. In doing so they forego potential leveraging on opportunities for deeper engagement with relevant authorities at institutional and policy levels. As the figure below illustrates, greater effectiveness, efficiency and sustainability occurs where the state is proactive in engaging with the EUTF programmes such as in Turkey, or where the programmes can more easily leverage on proximity and willingness to engage as in the KRI. In Jordan, where the EUTF has not actively engaged beyond transactional needs with the State Secretary who actually seeks EU technical assistance and support, or in Lebanon where the state is fragmented and absent to the citizen, and where the EUTF programmes have engaged with the strong leadership at the Higher Education Directorate level, but where the margin of manoeuvre is low¹⁶; the effectiveness, efficiency and sustainability indicators show relatively lower.

Figure 4: EUTF evaluation results across contexts



- The EUTF has not put sufficient thought in calibrating the mix of functions and responsibilities between regional and national levels in order to optimise and combine the

¹⁶ The DG HE has reportedly no power over universities and has limited staff.

EU strategic and management functions across its portfolio of programmes and in function of the nature of the executing agencies. This leads to poor programme designs, mismatches between authority and responsibilities at the various EU levels and missed opportunities for leveraging and coordinating within the EUTF portfolio, as well as with other funding instruments.

Efficiency

6. The programmes have achieved high cost efficiencies in relation to the budgeted costs. This gives room to the programmes to offer more services to the scholarship students or to offer scholarships to a greater number of students. The programmes that have chosen the latter have suffered higher dropout rates than the programmes that chose the former¹⁷. The effects of cost efficiencies on study choices livelihoods and access to laptops and study materials have not always been carefully considered with respect to the resulting dropout rates.

Coherence

7. The EUTF portfolio has achieved de facto complementary action by design in which the programmes stay out of each other's way by offering scholarships at different levels with different partner universities and to different target groups in a given context. While this parallelism provides for coherent mapping of services at all levels in each context, it foregoes opportunities for integration and leverage within the EUTF portfolio, and for enhancing pathway continuity for the student.
8. Complementarities and synergies with other EU and non-EU instruments are insufficiently explored and the complementarity between EU and non-EU instruments is not actively pursued as a strategy for policy dialogue and implementation of joint initiatives with national authorities.

Sustainability

9. The EUTF portfolio is lacking a clear multiple scenario strategy in order to maximise the sustainability of the benefits of the action. The EUTF action is predominantly response and supply driven towards the return/rebuilding scenario which turned out to be the least likely in the focus groups. The action lacks active participative engagement with young Syrians and stakeholders to develop innovative solutions that maximise the options for young Syrians towards multiple scenarios in the future.
10. The EUTF action engages insufficiently with national state structures and policy levels to ensure sustainability of the benefits for the students after graduation, and in the contexts where it is needed, create the conditions for continuing the support to young Syrians through continued financing and building national capacity.

EU Added value

11. The prominence of the EU flag in relation to the implementing agencies branding inversely correlates with the nature of the agency and the strength of their own brand. YTB uses its own logo, the UNHCR logo recognition overshadows the EU visibility, and SPARK branding is at par with the EU flag. International or national consortia specifically created for the

¹⁷ Except for HOPES in Lebanon where on recommendation of the EUD the programme entered into a partnership with LU at much lower rates which allowed the programme to drastically increase the numbers.



purpose of implementing EUTF such as HOPES and GJU tend to emphasise the prominence of the EU flag over their own logos. Notwithstanding the various degrees to which the EUTF programmes ensure visibility of the EU on all their materials and communications, students tend to get confused over the many logos straddling the materials offered by the programmes.

12. EU added value comes in many forms apart from funding. In Turkey it provides space for civil society innovative action and a stepping stone for university development. In Jordan it brings prestige and innovation, in Lebanon it contributes to the multicultural mix and in Lebanon Jordan and Iraq-KRI senior officials are engaged or keen to engage with EU expertise.
13. On the EU side the opportunity to come forward with a clear consolidated strategy aimed at leveraging across functional and sectoral divisions and integrating financing instruments is often missed. This is also visible in the lack of local media strategies leaving EU media presence scattered and ad hoc without clear direction.



3.4. Recommendations and options for future EUTF support

Seven main recommendations are put forward together with explanatory notes. Together these lay out (1) the central principle of pathway fostering around which the guiding principles are built, (2,3,4,5) the guiding principles for the design of future EUTF programming, (6) the recalibration of the organisation and management of the EUTF portfolio, and (7) the contracting and implementation modalities required to implement these guiding principles.

Guiding Principles for Pathway Fostering

Central to the recommendation stands the theme of 'pathway fostering'. This theme is crucial to further improve the relevance, effectiveness, efficiency, sustainability and EU added value of the EUTF higher education programme portfolio.

To introduce this central theme, the various stages of the pathway and the associated needs that should be covered are first laid out, after which the guiding principles to respond to these needs are further developed in this section.

1. Making 'fostering pathways' the central guiding principle of the EUTF action

Pathways must be fostered from late secondary in preparation for admission and enrolment and allow during study for one successful degree leading to the next and onwards to the labour market and/or entrepreneurship. The bullet points below lay out the various stages of the pathway and the associated needs that should be covered.

- The higher education pathway of a young Syrian refugee starts in secondary school where perspectives and study orientation need to begin and continue towards preparation for entering TVET at lower or higher levels or for accessing higher education.
- The higher education candidate needs to be supported at early stages to ensure the best possible preparation for applying to the university and study programme that best fits his/her self-development and career ambitions and prospects for a prosperous livelihood.
- The eligibility and selection criteria should be sufficiently adapted to the real situation of young Syrian refugees, and they need support in meeting these criteria. Equally, the number of scholarships available should reflect the demand in order to increase the likelihood of success for a significant number of young Syrians who prepare for accessing higher education.
- During their study time, the financial support provided to Syrian students must cover all their needs, including transport, books, materials, a laptop, and the reasonable cost of living. Preferably, students should not be in a position where the need to work interferes with their study time.
- They also need continuous support with language courses to bring them up to the level required for successfully participating in higher education courses taught in other languages than Arabic. Excellent BA graduates should have a possibility to receive continued support towards a MA degree, and if they have the successful profile to access international PhD funding, they should be supported in seeking such funding as well.
- From the last semester of their last study cycle and beyond graduation students should be primed for creating successful careers and livelihoods for themselves locally or



internationally, whether in the traditional economy or in the fast-growing digital economy.

- Pathway fostering should focus on reconnecting Syrian refugees regionally to enable them to cooperate economically and socially. Networking should facilitate tracing and continued engagement of alumni with the new generations of graduates through role modelling, storytelling, and the provision of support for the new graduates and for each other.
- Mainstreaming gender and protection throughout the pathway, with particular attention to the specific the needs of men and women, and adequate referral systems providing additional support when required. The programmes must also ensure data is adequately protected throughout the pathway and beyond.

Facilitating such pathway fostering requires the adherence to a set of guiding principles on the part of the EUTF higher education operations as laid out in this section.

Developing a Pathway fostering Programme design

Changing the programme design is crucial in ensuring that such pathway fostering is being incorporated in the EUTF Programme approach. We put forward four recommendations; moving from a vertical to a horizontal perspective, maximising options and sustainability with multi-scenario planning, bolstering critical mass by maximising budgets, and bolstering visibility by focusing on EU strengths and added value

2. Moving from vertical to horizontal perspective in programming and aligning financing instruments

In order to improve relevance and effectiveness, the EUTF and its portfolio of Programmes must step away from the current supply driven approach whereby targets are being substituted for results. The EUTF and its portfolio of Programmes should instead

- Move from a vertical silo approach to a horizontal perspective in using financing instruments and programming by applying the pathway fostering principle to the programme design to ensure continuity and complete and adequate coverage of the needs towards successful outcomes.
- Structure programme design around robust result descriptors that are meaningful and co-created in collaboration with the stakeholders to allow for deeper qualitative assessments of the benefits that are being produced.
- Step away from parallel complementarity and instead seek synergy and collaboration with other programmes and financing instruments towards pathway continuity for the student across services and programmes

3. Maximising options and sustainability with multi scenario planning

In contrast to supply driven models pursuing fixed targets, a horizontal pathway approach to programming implies planning for multiple possible outcomes in order to maximise the options for graduating students. This will greatly enhance the sustainability of the benefits of the EUTF action, especially with respect to pursuing pathways into the labour market, given the many restrictions the graduating students face in the local contexts.

To maximise the options for the young Syrian refugees the EUTF action must develop multiple scenarios by:



- Pursuing active participative engagement with young Syrians and stakeholders to develop innovative solutions that maximise the options for young Syrians towards multiple scenarios in the future. The programmes should:
 - Engage with national state structures and policy levels to ensure sustainability of the benefits for the students after graduation, and in the contexts where it is needed, create the conditions for continuing the support to young Syrians through continued financing and building national capacity.
 - Involve national youth in a combined strategy of social cohesion, integration and innovation through financing collaborative learning projects aimed at making the policy environment, regulation, infrastructure, and administrative and fiscal conditions conducive for young nationals and young Syrians to participate on equal basis in the economy and enable them to innovate and leverage on the global digital economy.
 - Invest in enabling digital livelihoods by priming students for understanding the digital economy and participating in it successfully as a remote digital worker, a digital entrepreneur, or simply as an operator of a web shop or other digital platforms so that graduates can put to work their higher education competencies and leapfrog the local barriers to work. To do so the programmes should:
 - Promote the inclusion of a digital track in the last semester of the BA and MA study cycle where students can develop their graduation project towards digital livelihoods in their respective fields and where teaching is provided around participating in the digital economy and practice in basic coding. The programme should also ensure that participating faculties allow credits for this work as part of the graduation project within the normal curriculum and encourage students to work in an interdisciplinary framework and to enrol in online micro master courses to further develop their digital competencies and allow these also to count towards the credits for their project
 - Work with a university or private provider to establish a digital zone where graduating MA and BA students are coached and meet up to work on joint interdisciplinary projects, and support the digital zone as an opportunity for linking up with venture funding looking for innovation and business spin-offs.
 - Incorporate the digital zone in an alumni strategy where graduation students would remain connected with each other to further develop their digital livelihoods and connect also with the digital zones in the other countries where the EUTF Fund has established them.
 - Capitalise on the digital zone with a regional programme¹⁸ that connects horizontally over the various contexts to develop collective learning and instruments for knowledge building. With each new graduation the network would grow bigger and richer and, in the process, reconnect scattered Syrians across the region for business and social engagement and possibly for the return to Syria.
4. Bolstering critical mass by maximising the budget instead of maximising the numbers within the budget

¹⁸ See also under the section recalibrating the organization and management of the EUTF Portfolio



As the EUTF Programmes lack sufficient financial volume to make significant inroads in the demand by reaching a significant proportion of Syrian youth, they also lack the critical mass to leverage on for policy influencing in host countries. Meanwhile, the Programmes look for ways to increase the scholarship numbers within the given budget and resort to cost savings that are detrimental to the relevance and effectiveness of the action. To gain critical mass to safeguard the relevance and effectiveness of their response and to influence policy;

- The EUTF must drastically **increase the volume of the response** across all EUTF programmes in order to approach scholarship numbers that are in line with regional proportions of higher education students per 1000 inhabitants so that the eligibility and selection criteria can become the means for targeted inclusion they are meant to be, rather than the instruments of exclusion they have become in the face of elevated scarcity of supply.
- Participation, once ensured, must be successful which means that **avoiding dropout** must be the number one priority. To ensure such successful participation, support must be complete in covering all the needs adequately and continuous in fostering the student pathway.
- To achieve this the EUTF programmes must reprioritise from maximising the target numbers for a given service, towards **maximising the quality and relevance of the results** they produce with those budgets. They must calibrate cost and benefit by triangulating cost savings with their impact on the conditions in which the student is progressing along his/her pathway.
- In **calibrating costs and benefits** the programmes should **use a collaborative approach** to tap into the experiences of students and the perspectives of universities and authorities in order to ensure that efficiency does not come at the cost of reduced relevance and effectiveness by compromising on study choices, reducing the quality of the learning experience, limiting access to learning materials and equipment, increasing livelihood stress factors, or worst of all, generating dropouts.
- In close cooperation with the EUD the EUTF programmes must **engage deeper with their respective operational contexts** and with relevant authorities at institutional and policy levels in order to move from the existing transactional relationships in the pursuit of targets, towards a more meaningful collaboration in the pursuit of shared results. In some contexts, it will mean partnerships based on channelling resources through state institutions and sharing expertise such as is possible in Turkey, in others it will mean technical assistance, capacity building and risk management at policy and governance level as is possible in Jordan and KRI, and in others it will mean building up systemic components to support governance and risk management as would be required in Lebanon.

5. Bolstering visibility by leveraging on EU strengths and added value.

Rather than focusing too much on EU flag visibility per se, the EUTF action should **focus on reputation building through its action**. To do this;

- The EUD should be on board ensuring visibility through a **carefully planned local and regional media strategy** that goes beyond reporting visits of EU officials, with press releases, conferences and field visits with journalists around innovative collaborative and participative EUTF actions.



- All EUTF action should be based on a clear understanding of what makes Europe special and attractive and carry out these strengths in its action. Therefore, the EUTF action should **profile as an innovator and build on EU strengths** such as the EU expertise in participative collaboration and decision-making and use it to work with the young on their pathways towards entrepreneurship and job creation in conjunction with national stakeholders, private enterprise and the broader civil society.

Organisation and management of the EUTF portfolio

Effectiveness can be improved by re-calibrating the mix of functions and responsibilities between regional and national levels. This recalibration of EU strategic and management functions across its programme portfolio requires a new collaboration agreement between the EUTF team in Brussels and the operational managers at the EUD whereby the team in Brussels would be in charge of the regional strategic functions, and the EUD of the national management.

6. Recalibrating of functions and responsibilities between regional and national levels according to the principle of 'acting locally and connecting regionally'

For the EUTF team at the regional strategic level this entails:

- **Developing a regional response strategy** with overall guiding principles for contextualised project designs.
- **Developing regional fund-raising strategies** and connecting funding instruments in order to develop more critical mass and leverage in the respective contexts of operation.
- **Designing and tendering a regional programme** to create networks of collective learning and facilitation and instruments for knowledge building to
 - Lead and contribute to **regional linking and networking** of EUTF partner Universities and alumni,
 - Stimulate **regional policy dialogues** on recognition and student pathway mobility,
 - Establish a robust regional **cloud-based and real-time EUTF reporting database**,
 - Stimulate the **sharing of best practices** in policy, programming and execution.

For the EUD teams at the national management level this entails:

- Developing **contextualised action documents** in line with overall guiding principles,
- **Tendering and contracting** EUTF programme agents including local partners,
- **Monitoring and steering** of EUTF programmes in the national context,
- Engaging with the state in **policy negotiation** and channelling of programmes and cooperation with its institutions,
- Ensuring **linkages and mobility between study levels** in the national education systems,
- Ensuring the **capacity building of state institutions** and of national programme managers and coordinators where required,
- Fundraising and **connecting funding instruments** and sources in the national context.

It speaks for itself that both levels will have to collaborate across the lines of this recalibration to ensure mutual success. The resulting EUTF programme structure would be one of contextualised and locally designed implementation programmes managed by the EUD,



complemented by the Brussels EUTF team operating the overall guiding principles and overseeing one or two strategic programmes that connect horizontally over the various contexts and provide overall connectivity for developing collective learning and instruments for knowledge building.

At the EUD level such arrangement would allow for contextualising the programme design in cooperation with government and local stakeholders and allow for negotiating policy concessions with government in exchange for funding and support, while the role of the Brussels EUTF team would take on a more strategic and overarching role in further developing the EUTF fund raising, allocations and programming based on the shared learning it develops through its regional instruments. In this way pathway fostering can be fine-tuned to the different contexts and connected regionally in the digital zone with a strategic regional overview of the Brussels EUTF team supported by one or more implementing partners.

In the context of a recalibration of EU functions and responsibilities between regional and national levels the EUD should be in the front seat to actively stimulate, promote and pursue synergies to gain critical mass as a strategy for policy dialogue and implementation of joint initiatives with national authorities and other stakeholders.

EUTF Contracting Modalities

Contracting modalities must provide more transparency and flexibility in order to support the recalibration of the organisation and management of the EUTF portfolio, and to align with the guiding principles of the pathway fostering programme design.

7. Gearing contracting modalities towards coherent and transparent allocation of resources, adaptive programming and engaging with local context

In order to improve the relevance, effectiveness and efficiency of programme implementation, modalities for programme contracting should:

- Establish a more **transparent mechanism in allocating programme funding** to implementing agencies through a tender procedure based on a framework of strategic guiding principles to which all programmes should adhere, and which would provide coherent and complementary action and services in a pathway fostering manner.
- Provide a **multi-annual rolling scholarship funding mechanism** with a three-year horizon and a three-year phasing out period to allow for mobilising all available funding year by year, increasing in effect the available budget for intakes on a yearly basis instead of parking funding for the whole study cycle at each intake until the student accesses it.
- Fix overall budgets for each programme while allowing for **adaptive programming and fluid internal resource allocation** towards shared results and targets across the different programme components.
- **Build on the strengths of the implementing partners**, cooperating with the government in programme design and include local partners on equal basis in consortia.



- Allow for capitalising on the successes of the calls for proposals and [find bridges for funding](#) the further development or scaling up of such [innovations](#) with other EU financing instruments.



ANNEXES



Annex A1 – Terms of Reference

1. BACKGROUND INFORMATION

Beneficiary countries

Syria, Jordan, Turkey, Lebanon, and Iraq

Contracting Authority

The EU Trust Fund (EUTF) in response to the Syrian Crisis, the "Madad" fund.

Regional background

The Syrian conflict has since its emergence in March 2011 had a devastating and lasting impact on Syria, the neighbouring countries and across the region. This situation has led to the EU to mobilise significant additional efforts and financial means to elevate the plight of Syrian refugees. One of the vehicles to translate this decision is the EUTF in response to the Syrian Crises, the "Madad" fund. Furthermore, experience shows that a return of refugees is often a long process even after a crisis ends, long-term sustainable solutions are needed where also the Madad is considered to play a role.

Furthermore, the Arab Spring and the Syrian and Iraqi crises have had a major impact on the Middle East sub-region. With the additional cost to the governments in neighbouring countries due to the hosting of an increasing number of Refugees from Syria and IDPs deficits and public debt have increased in some countries.

One of the main disruptions caused by the crisis and displacement is observed in the education sector. UNICEF estimates that 3 million Syrian children are not able to attend school¹⁹ while many young Syrians also did not join or had to drop out from secondary school, vocational training and/or cannot continue with a university education.

Since late 2013, the intensification of the conflict in the North and Centre of Iraq has led to several waves of mass displacement. This has resulted, 3,3 million IDPs are identified across the country in August 2017²⁰ with over the half living in camps or informal settlements.

¹⁹ Confirmed by ROM report Jan 2017, on ENI HE project in Jordan

²⁰ See ECHO/HIP for Iraq 2017



With the Iraqi and Syrian crises turning into protracted crises, households have been increasingly reliant on negative coping strategies to meet their basic needs. With barriers for the access to already reduced labour markets, displaced households increasingly tend to rely on selling their assets, and as their displacement becomes protracted and their resources become exhausted they progressively rely on taking on debt. This leaves refugees and IDPs often having to prioritise their access to basic services in camps, such as food, healthcare and education. Relevant regional work done by UNESCO and other institutions relates to the recognition of studies/ credits in the Arab/ MENA region. There is also an ongoing regional and national discussions on blended learning.

Protection and gender

The London Conference for Supporting Syria and the Region, held in February 2016, set an ambitious goal: create 1.1 million jobs for Syrian refugees and their host communities by 2018

The gender gap becomes a poverty trap: Syria and the entire region suffer from legal, social and religious discrimination against women. This is unanimously documented in all relevant Human Rights reports for years. In its 2016 Arab Human Development Report²¹; UNDP mentions “deep-seated discrimination, embedded in cultural beliefs and traditions in childrearing, education, religious structures, the media, and family relations, along with a plethora of legal obstacles, continues to prevent women from acquiring and using their capabilities to the fullest”. This gender gap becomes of massive importance in relation to Syria where up to one third of households in Syria are now headed by women and one fourth of Syrian refugee households²². According to CARE²³, one of the consequences of the Syria crisis is a shift in the roles and responsibilities of Syrian women. They are reportedly taking on “new roles and responsibilities related to livelihoods.” In a harrowing recount from within Syria, Synaps reports²⁴ that in some areas of Syria, one third of the male population aged 18-50 has been killed.

Thus, an issue that was, and remains, a human rights one (equality and non-discrimination for women) is increasingly becoming a dramatic poverty trap for entire families. Female headed households will suffer from stunted economic and social successes unless a committed effort is made to ensure women and adolescent girls have access to education and skills needed to steer their families out of poverty.

As for the young men, Syria today is no country for young men. The main economic and social activity is either joining one of the multiple militias in the country to gain protection and a paltry income. In the words of an Aleppo merchant²⁵: “War has ruined commercial activity

²¹ Arab Human Development Report (AHDR) 2016: Youth and the Prospects for Human Development in a Changing Reality, UNDP

²² Woman Alone, The fight for survival by Syria's refugee women, UNHCR, 2016

²³ CARE, 2016b, “On Her Own: How women forced to flee from Syria are shouldering increased responsibility as they struggle to survive,” http://www.care-international.org/files/files/CARE_On-Her-Own_refugee-media-report_Sept-2016.pdf.

²⁴ Synaps, Picking up the pieces, How Syrian society has changed, <http://www.synaps.network/picking-up-the-pieces>

²⁵ Synaps, Picking up the pieces, How Syrian society has changed, <http://www.synaps.network/picking-up-the-pieces>



here. Many respectable traders have emigrated or been killed. Most of those still around are afraid to return to work. You do see some who succeed—by being close to security services, informing on young people with opposition affiliations, or taking huge sums of money from families trying to secure the release of detained children. Those are the businessmen who manage to thrive.”

3RP and NLG Partners continued implementing the Participatory Action Research (PAR) project in partnership with young researchers (14-24 years old) in Jordan, Lebanon and Syria, including refugee youth. This systematic adolescent and youth engagement project aims to generate evidence with and for young people, empower young people to lead community-based research and support them in becoming change-makers/advocates on issues of concern to them. The PAR findings indicate that refugee youth face increased barriers due to their legal, social and economic status. Lack of documentation for young Syrian refugees in Jordan and Lebanon was a barrier for accessing education, employment and other opportunities. Without proof of education, refugees are unable to access services and continue in the formal educational systems. Also, lack of job opportunities was highlighted by refugee youth. Refugee boys of school age are particularly vulnerable to exploitative work and drop-out due to financial pressure on families, and early marriage is a reality for many refugee girls.

The double curse of Palestinians refugees: Palestine refugees from Syria have been severely affected by the ongoing conflict. Of the 560,000 refugees registered with UNRWA in Syria, over 120,000 have fled the country, including around 34,000 to Lebanon and almost 17,000 to Jordan.

According to an AUB study²⁶ and UNRWA assessments²⁷, in Lebanon, the poverty rate among families of Palestine Refugees from Syria is estimated at 89 per cent and almost 95 per cent are food insecure; whilst in Jordan, 92.8 per cent of Palestine Refugees from Syria have been categorized as vulnerable, of whom 46.1 per cent are considered extremely vulnerable.

The Elusive Return: There are numerous conversations about the return of refugees to Syria and about Syria reconstruction. These discussions seem to stem from political positions, each party using the “return” issue to strengthen its political stand towards the current situation in Syria. Some see the return of refugees as the ultimate confirmation of the return to “normal” in Syria, others see it as an opportunity to score political goals and justify a harder stand on the conditions imposed on Syrian refugees in host countries.

There is, however, a consensus towards humanitarian agencies that the current situation in Syria is not conducive for voluntary repatriation in safety and dignity²⁸. While a limited number

²⁶ American University of Beirut (AUB) Survey, 2015 , Mentioned in 3RP action plan 2018-2020

²⁷ From ongoing vulnerability assessment of newly arrived PRS households, undertaken by UNRWA Emergency Social Workers (ESWs), as of September 2017. Mentioned in 3RP action plan 2018-2020

²⁸ UNHCR Comprehensive Protection and Solutions Strategy: Protection Thresholds and Parameters for Refugee Return to Syria (February 2018)



of refugees has decided to go back to Syria, it is important to highlight the level of violence, brutalisation and destruction in Syria today. In a worrying recount of the daily life in Syria, Synaps mentions “a fundamental transformation: namely the unravelling of Syria’s productive economy, and its replacement by an economy of systematic cannibalization in which impoverished segments of Syrian society increasingly survive by preying upon one another. The most visible manifestation of this new economy is a culture of looting so developed and entrenched that Syrian vernacular has incorporated a new term—*taafeesh*—to describe a practice that goes far beyond stealing furniture to include extremes such as stripping houses, streets and factories of plumbing and electrical wiring”.

Higher Education is education: The international community, including the European Union has made generous commitments to education for Syrian refugees. The London commitment on no lost generation seems to have translated mainly in more investment into education for children, below 18 years old. While this is a welcomed efforts, there is a need to strengthen the link between this commitment to education and the needs in the field of higher education²⁹. More investment should be made to facilitate access to higher education for Syrian refugees and these efforts should fall within the commitment to No Lost Generation as stated following the London Conference.

A Rights-based approach: The right to education has been recognized as a human right in a number of international conventions, including the International Covenant on Economic, Social and Cultural Rights which recognizes a right to free, compulsory primary education for all, an obligation to develop secondary education accessible to all, in particular by the progressive introduction of free secondary education, as well as an obligation to develop equitable access to higher education, ideally by the progressive introduction of free higher education³⁰. In addition, the right to education encompasses the obligation to avoid discrimination at all levels of the educational system.

Law 10 and the additional burden against return: In April 2018, the Syrian government issued a new law, referred to as “Law 10”. It allows for the creation of redevelopment zones across Syria, for reconstruction. The state will decide freely where to setup these zones. Land or real estate owners have 30 days to be informed about the new redevelopment zones and prove their ownership. If they fail to provide appropriate documentation within 30 days, real-estate owners will lose their real estate with no compensation. There is a consensus that the implementation of this law will lead to seizure by the state of real estate owned by Syrian refugees who will not be reasonably able to prove land ownership in a 30-days timeframe. This law is considered to be a major impediment to a peaceful return of Syrian refugees³¹.

Current situation in the Higher Education (HE) sector

²⁹ As an evidence of the disconnect between Education and High education programs, the evaluators did not find any relevant mention of High Education in the 3RP, Regional Resilience Refugees Plan, 2018-2019 in response to the Syria Crisis, the regional framework for UNHCR and UNDP.

³⁰ Article 13 of International Covenant on Economic, Social and Cultural Rights

³¹ For more on Law 10 and its impact on Syrian refugees, read <https://www.hrw.org/news/2018/05/29/qa-syrias-new-property-law>



Prior the conflict, an estimated of overall 20% of population aged between 18 and 24 participated in HE in Syria. University enrolment before the war estimated that 26 percent of Syrian urban men and women, as well as 17 percent of rural men and 15 percent of rural women studied in college, at university, or had vocational training centres within Syria³².

Since 2011 this rate has dropped dramatically to almost half, whereas fewer than 5% of displaced youth across the region access HE. Hence, the gap is still too big to fill to ensure Refugees from Syria-enrolment and retainment in HE in host countries³³. Barriers to HE show a similar pattern across host countries. These include:

- Lack of necessary documentation for university admission;
- Lengthy bureaucratic process for authenticity and equivalency of Syrian secondary certificate;
- Issue with the transferability of formally earned credits;
- Lack of proficiency in the language of instruction (i.e. Turkish, English, French);
- Livelihood related concerns;
- Very limited external support;
- Security concerns;
- Security/ cultural issues of women and traditional gender roles;
- Discrimination in educational settings.
- High cost of non-public HE fees and related costs.

Among Refugees from Syria in Turkey, Lebanon, and Jordan, the exact Syrian university-age population is unknown, as neither the UNHCR nor the host governments separate them as a distinct category of demographic analysis. However, both UN agencies and host governments have recently started providing some estimates.

Jordan

The HE sector in Jordan has grown significantly in the last three decades, largely due to a demographic shift characterized by natural population growth, and to regional crises, which resulted in the influx of thousands of refugees to the country³⁴. These have in turn significantly increased the demand for HE, which has been met by the establishment of a growing number of HE institutions. Jordan currently has 10 public universities, 19 private universities, 51 community colleges and 42 vocational training centres.

Jordanian universities also attract many international students. For example, in 2007 international students constituted almost 10 percent of students enrolled in HE institutions in the country³⁵. Jordan introduced a parallel program, through which students, who do not meet

³² Watenpaugh et. al., 2014

³³ Raul Wallenberg Institute, October 2017

³⁴ Al-Hamadeen and Alsharairi, 2015

³⁵ Kanaan et al., 2010



the qualifications for higher education, can still enrol in an institution by paying a higher tuition fee³⁶ representing approximately 20 percent of students in HE institutions across the country. HE was integrated into the Jordan Response Plan (JRP) for the first time in 2015. The two main reasons behind the inclusion of HE issues in the JRP were the length of the Syrian crisis and the advocacy of different international stakeholders regarding the access Syrian refugee students have to HE institutions.

In Jordan, nearly 19% of the registered Syrians (120,000) are between 15 and 24 years old, and the majority (almost 80%) live in host communities. The number of university-aged Syrian youths believed to be 80,471. However, there are not reliable data on the current number of Syrian enrolled in Jordanian higher education institutions. According to the government of Jordan, there are 6,761 university Syrian students. A recent report provides a slightly higher number: 7,024 of the Syrian refugee students were in HE (6024 in universities and 1,000 in community colleges) for the academic year 2015/2016 in Jordan. Based on the last figure, only 4.5% of the university aged Syrians are enrolled in tertiary education in Jordan. In the 2016-17 academic year, 1,315 certificates (273 for female applicants) were equalized for Syrian students, including 147 intermediate diplomas, 892 bachelor's degrees, 15 higher diplomas, 134 master's degrees, and 127 PHD degrees - a figure which shows the increasing demand among Refugees from Syria to access HE. Although access to post basic and tertiary education opportunities has increased, with more than 500 youth attending diploma programmes and more than 300 attending university level programmes (undergraduate and postgraduate), this relatively small demand far exceeds the existing supply.³⁷

Turkey

Turkey is the largest refugee hosting country in the world, and as of January 2018 Turkey is hosting 3.4 million Syrians under temporary protection and a further 320,000 international protection applicants and beneficiaries. According to data of the Directorate General for Migration Management, more than 480.000 Syrians are of university-going age.

Turkey has taken a number of significant steps to ensure that refugee youth who have completed formal education have access to higher education programmes. The statistics of the Council for Higher Education (YOK), the institution responsible for determining policies and procedures related to access to HE by persons under Temporary Protection, show an increase in Syrian student enrolment from approximately 1,800 in 2013-14 to more than 20,000 in December 2017. However, not all of them are refugees from Syria³⁸. One of the most significant steps taken to promote access to higher education has been the waiving of tuition fees for students enrolled at State universities. There have also been efforts made to facilitate recognition of high school completion documentation and allowing students to register using their Temporary Protection identification documents as proof of identity. These policy

³⁶ El-Araby, 2011

³⁷ Raul Wallenberg Institute, October 2017

³⁸ Some Syrians are coming from the US or Gulf States



measures have been complemented by the provision of scholarships by both the Turkish state and other donors and the establishment of higher education preparation programmes to help refugee students become proficient in the language of instruction. In spite of these measures, the overall participation rate in higher education is far lower than in pre-war Syria, estimated at 20% of Syrians of university-going age. Globally, UNHCR estimates that only one in 100 young refugees is able to obtain a higher education qualification compared to one-third of young people of university age around the world.

A Working Group on Higher Education within the 3RP framework officially started meeting on 20 February 2017 in Turkey. A more complete overview of all donors, projects and activities is being prepared, but it is safe to say that the EU is financing the overwhelming majority of the effort being made.

Lebanon

Lebanon was a pioneer of (modern) university education in the region with the oldest institutions being American University of Beirut (AUB) and Université Saint Joseph (1866 and 1875 respectively). As a matter of fact, HE institutions pre-date the birth of the Lebanese state which gives them a special role. They appear in the constitution and they have a high degree of autonomy (financial and academic). But there is lack of accountability and governance. The Ministry of Education and Higher Education is very cooperative and values EU support very much but does not have technical nor political capacity to impose policies to universities.

The HE sector is highly privatised. There are 47 HE institutions and only one public (the Lebanese University - LU). In relation to students, there were 197,000 students in 2016 (55% of which female). 63% of those students were enrolled in private universities (125,000). Lebanese university accounted for 37% (72,000) in 2016 and 42 % in 2017 (77,295). 10% were foreign students (in 2010 were 16.6%). There are around 21,000 academic staff of which 38% are female.

Size and quality of universities are very uneven. Only one institution can be found in international (regional) rankings (AUB). Many universities have campuses spread around the country. Fees in most universities have risen in the past years, sometimes exponentially, creating a problem of access to HE for most vulnerable families without sponsor support. In some cases, it is even cheaper to study in some EU countries.

In relation to the support for Palestine refugees to access to HE, since 2005 the EU has funded through project funds to UNRWA around 616 scholarships in Lebanese universities. The number of beneficiaries got reduced in the past 4 years due to increase in fees and a policy of selecting better and more costly universities. No funding (either from EU or other sources) is available from 2017 for UNRWA scholarships for Palestine refugees in Lebanon. Only 6% of PALESTINE Refugees from Lebanon (PRL) have a university degree.

Regarding the provision of scholarships in the context of the response to the Syrian crisis, a total of 108,495 (66,479 male and 42,016 female) young Syrians are estimated to be in the 18-25 age group in Lebanon according to UNHCR. Around 2,700 Syrian students were enrolled in 2014 in the Lebanese university different faculties. While the total figures of 2016 mounts to 5,860 Syrians in Lebanese universities (1,490 Syrian are in public university and 4,370 are in the



private ones) the access for Syrian refugees to university education has declined. Prior to the war, there were more than 6,000 only at the LU.

Moreover, there is an issue of access to the labour market especially for female refugees. Hence a big proportion of graduates look for jobs opportunities abroad. Syrians can work legally in 3 sectors in Lebanon: Agriculture, construction and environment/ waste management although new norms seem to be under preparation regarding the restriction of access of refugees from Syria to TVET/skills development even in those 3 sectors where the presence of Syrians. Palestinians are legally banned of 39 professions and have obstacles to access many others (around 70).

A very low number of Syrian students are enrolled in secondary education at the moment (less than 4%) what might also create a bottleneck in access to higher education.

At the moment the Ministry of Education and Higher Education is willing to develop a national strategy for Higher Education. In parallel a wider education strategy encompassing all levels of education and training from primary education to Higher Education until 2030 might also be developed. The adoption of a National Qualifications system is also now high in the agenda with support from different partners. A proposal for the set-up of some sector councils is under consideration. Waiting for new norms to be adopted, Lebanese higher education system accepts a maximum of 50% of time/credits of blended learning.

An heterogeneous sub-working group on Higher Education in the context of the Syrian crisis is meeting regularly with the facilitation of UNESCO and UNHCR.

Iraq

Access to HE in Iraq is in principle free. However, the biggest obstacle for IDPs and refugees is to provide for transportation, study requirements and language³⁹ in their displaced areas.

While the Iraqi Ministry of Higher Education is working on providing alternative sites to the University of Mosul and the University of Anbar, thousands of young displaced Iraqis in addition to the Refugees from Syria are still not able to enrol to any formal education in the displaced areas. The Iraqi Ministry of Higher Education has agreements with Kurdish Universities to host students which have been displaced under the precondition that those students have been already accepted in one of the Iraqi Universities.

The EU is working currently with the Ministry of Higher Education in Iraq and in the Kurdish region for a comprehensive TVET (Technical and Vocational Education and Training) sector reform that is implemented by UNESCO. Through this project a labour market survey will be published, and several needed occupations will be determined.

Another form of education namely vocational training may suit this category perfectly. Short or long vocational training programmes that can support not only the enrolment of these students in an educational form but also to maintain a source of income to this vulnerable group. To provide vocational training to Iraqi IDPs through number of these specific occupations will also allow them to have better opportunities once they return to their home of origin.

³⁹ This problem appears for Arab IDPs in the Kurdish region and seems to be significant in the human sciences.



2. OBJECTIVE, PURPOSE & EXPECTED RESULTS

2.1. OVERALL OBJECTIVE

The overall objective of the project is as follows:

To assess the current generation of EUTF-funded HE support and to identify elements of future EUTF Madad interventions contributing to improving opportunities for Refugees from Syria, Syrian IDPs and vulnerable host communities to access Higher Education

2.2. PURPOSES

The purpose of this project is as follows:

1. Analyse the current EUTF HE portfolio in view of relevance, effectiveness, efficiency, coherence and EU added value; (Erasmus+ interventions benefiting refugees should also be included in the analysis).
2. Define recommendations for future support, with implementation options;
3. Propose the main elements of an Action Document to prepare a second phase of Madad-funded HE support, based on the option chosen by the EU services.

2.3. RESULTS TO BE ACHIEVED BY THE CONTRACTOR

1. An **inception report** (draft and final) that will propose a detailed step-by-step methodology for conducting the assignment including a list of stakeholders to be met and field visits anticipated;
2. An **evaluation report** (draft and final) on the assessment of EUTF HE projects with – amongst other things - the following elements:
 - Analysis of the current situation of Refugees from Syria, IDPs and vulnerable host communities enrolled in HE or potentially enrolled in HE.
 - Evaluation of the existing programmes (analysing performance by activity/component) and recommendations for a future EU HE programme with emphasis on cost-effectiveness.
 - Provision of options for follow-up programmes/phases from school year 2018-2019 including a clearinghouse mechanism (organisational diagram) identifying pros and cons (political, operational, communicational, etc) and estimated costs if available Options will be national and/or regional depending on the conclusions achieved and components.
3. A **short report**, drafted to the point, containing the **main elements of a new Action Document** for a (regional and/or national) cooperation programme providing HE

opportunities for Refugees from Syria, IDPs and vulnerable host communities (draft and final).

The experts will receive all relevant programming and contractual documents. The experts will consult stakeholders, contacts of which can be provided by the EU Delegations of Jordan, Lebanon, Turkey, Iraq and Syria and the respective National Erasmus Offices. Stakeholder consultations also include visits and interviews on the ground' with current beneficiaries, HE institutions and EU partners. Based on consultations with stakeholders the experts will prepare drafts of the required outputs for discussion with the relevant stakeholders.

Where appropriate, the experts will consider the relevant sections of the EuropeAid Project Cycle Management Guidelines related to project formulation, about "Quality attributes, criteria and standards at formulation" as well as templates, which can be provided by the Madad Management.

In developing the details of the proposed implementation arrangements, the consultants will also consider lessons-learnt under other EU-funded HE programmes in Syria, Turkey, Iraq, Jordan and Lebanon. To that end the experts will consult regularly and closely with the respective EU services.

The experts will also highlight critical project design issues requiring decisions by the local authorities and the EU and ensure that clear guidance is given on these issues.

3. ASSUMPTIONS & RISKS

3.1. ASSUMPTIONS UNDERLYING THE PROJECT

Risks and assumptions cannot be listed exhaustively. It is assumed that services within the Commission and the implementing authorities/ partner institutions accept the evaluation as an integral part of the project management cycle and are committed to provide the necessary information, and will subsequently act on recommendations and findings, as well as provide the follow-up information to the Commission. The following are additional relevant assumptions for the above project:

- Quantitative and qualitative data is available on time and provide sufficient and adequate information;
- Access to requested documentation and information on the programmes is ensured by the EU services, implementing partners and beneficiaries;
- All staff of EU services, beneficiaries and implementing parties are regularly informed on objectives and methods of this assignment, to ensure their full cooperation.

The experts should immediately inform the Contracting Authority in the event one or several of the above assumptions prove to be untrue. The experts will also report any limitations to the assignment due to insufficient collaboration from key stakeholders.

3.2. RISKS

There is the risk of political or social instability which hampers access to countries, stakeholders and universities. In such context stakeholders may also not provide detailed information on their operations as requested.

4. SCOPE OF THE WORK

4.1. DESCRIPTION OF THE ASSIGNMENT

The assignment will be based on programming documents and progress reports of Madad-funded HE programmes, as well as consultations with other stakeholders in the field. The list of HE programmes/ projects funded under EUTF Madad is given in [ANNEX 1](#).

The assessments delivered should have absorbed secondary source figures (e.g. from available studies and interviews with actors in the field), such as

- "Study to Design a Programme/ Clearinghouse Providing Access to Higher Education for Syrian Refugees and Internal Displaced Persons, 2015",
- The Regional Conference on Higher Education in Crisis Situations: "Higher Education in Crisis Situations: Synergizing Policies and Promising Practices to enhance Access, Equity and Quality in the Arab Region", Sharm El-Sheikh – Egypt, 28 - 29 March 2017, Higher Education and Syrian Refugee Students: The Case of Jordan, The Case of Lebanon, The Case of Turkey, The Case of Iraq (Policies, Practices, and Perspectives),
- Report on HOPES Conference on Higher Education and Refugees in the Mediterranean Region (26 – 27 September 2017,
- Relevant ROM reports such as the one on the German Jordan University (ENI-funded initiative), and the ROM report on the UNHCR IPA 40 project in Turkey,
- National Erasmus office country fiches,
- Evaluation and Monitoring reports of relevant Erasmus + interventions (e.g. of RESCUE project).

Some information on EU-funded HE programmes in the individual MADAD countries is also given in [ANNEX 2](#).

4.2. GEOGRAPHICAL AREA TO BE COVERED BY THE ASSIGNMENT

Syria, Jordan, Lebanon, Turkey, Iraq.



4.3. TARGET GROUPS

The target group of this assignment are refugees from Syria, IDPs and vulnerable host communities longing for a university/HE.

4.4. SPECIFIC WORK

The assignment is sequenced into three parts. The specific tasks of the experts will include the following:

1. **Conduct an analysis of ongoing EUTF-financed HE programmes** in Jordan, Lebanon, Turkey, Syria and Iraq (and related EU/Erasmus =interventions benefiting/targeting services for Refugees)

The analysis will be focused on the following questions:

- **Relevance**
 - How effectively have specific country needs and contexts been translated into programming of EUTF-funded HE programmes? For example, reference is made *inter alia* to the need in the Jordanian health sector for paramedical staff, nurses, clinical psychologists, Psycho Social Support counsellors, Mental Health resources. Analysis on need or not to focus on specific specialisations.
 - What are the vulnerability criteria used by the current EUTF-funded HE programmes and by other operators? Are there any other criteria apart from academic performance?
- **Effectiveness**
 - To what extent have EUTF-funded HE programmes been effective in achieving their desired results, and what possibly hampered their achievement?
 - What are the specific advantages/disadvantages of the various implementing partners (national, regional, international) in terms of effectiveness?
 - Need to assess quality related issues regarding HE opportunities supported and the breakdown of specialisations and degrees financed (eg Masters degrees, bachelors, others) and implications.
- **Efficiency**
 - What is the currently most effective aid modality to support the provision of HE under Madad or other EU instruments?
 - To what extent do the various stakeholders have the necessary capacity (technical, institutional and financial) to promote and implement EUTF-funded HE programmes?

- Which HE programmes use resources in the most rational way (ratio total budget/number of scholarships)? For Lebanon analyse the fact that the fees for the Lebanese University are much cheaper than those of any other HE provider. Need to assess if a direct agreement with the Lebanese University could be done without middlemen and with the aim of increasing number of beneficiaries.
- Need to analyse good practices and lessons learned checking EU funded programmes against those of other donors/operators per country of intervention.
- **Coherence**
 - To what extent was the support provided by Madad for HE programmes coherent and complementary with other EU funding mechanisms such as EAC/Erasmus+, DCI and ENI?
 - In terms of coherence and complementarity, what are the advantages/disadvantages of a regional versus a national approach? (Analysis to refer to specific countries).
- **Sustainability**
 - What are the main factors for sustainability of the EUTF-funded HE programmes and to which extent are these factors currently ensured?
 - In view of a return of refugees from Syria and Syrian IDPs to Syria to their areas or origin, what are actions prerequisite to facilitate the return to Syria and recognition of credits and studies?
 - What are barriers and ways of involving key Syrian partners including Public Syrian universities? How could a lifeline for reconstruction of HE in Syria look like?
- **EU added value**
 - What added value is resulting from the EUTF-funded HE programmes?
- **Lessons learned**
 - What lessons can be learned from the implementation of the current generation of EUTF-funded HE programmes?

The evaluation questions and methodology for this assignment may need to be further elaborated by the experts in the inception report. The experts may suggest additional questions. The final version of the evaluation questions will be agreed at the end of the inception phase. For each evaluation question at least one appropriate judgement criterion should be proposed, and for each such criterion the appropriate quantitative and qualitative indicators should be identified and specified. This, in turn, will determine also the appropriate scope and methods of data collection. One of the main questions to take into account is how to increase the number of beneficiaries and reducing the unit/cost whilst maintaining quality of education provided.

2. **Develop recommendations and options** (maximum 3) for a potential follow-up HE programme

The results of the evaluation will be used to **propose recommendations** and **draft options** for further EUTF support to HE opportunities in the region for Refugees from Syria, IDPs and vulnerable host communities. They will highlight potential incoherence and formulate recommendations on problematic issues. The options shall reflect – amongst others – on the following issues:

- Comment on the funding mechanism to be adopted (for example, replace the output-based funding by employment-based funding)? Clarify whether there should be a focus only on the provision of education or if it should be more on employment opportunities including prior career guidance and counselling services;
- Discuss how the current intervention can have a wider impact on the HE system in the recipient countries, ensuring sustainability of the action, where possible also in relation to the situation inside Syria;
- Comment on the ideal architecture of an intervention (through block grants or through individual voucher funding?);
- Discuss if and how language training should be included in the future programme (the three-month foreign programme - English/French or other – depending on host countries' requirements - as a precursor to further/ HE modules);
- Discuss the future focus of accompanying measures in the social economic field;
- Comment on the feasibility of a flexible and well-coordinated response strategy using existing players;
- Map all relevant/ potential implementing partners in the delivery of HE to vulnerable Syrian students;
- Advise on the nature and the role of existing and new implementing organisation(s) and identify most strategic implementing partners;
- Advise on blended learning and/ or virtual tools as complementary support for future HE programmes taking into account legal and operational context;
- Provide evidence-based observations on: implementation methods, efficiency and effectiveness in the identification of candidates and on the disbursement of scholarships;
- Recommend strategies to increase female participation;
- Identify possible areas for research;
- Provide realistic recommendation on the intake of students, recognition of earlier gained competences and the necessity for the recognition of modules within the Syrian HE context; recommendations should be broken down between policy lines that are only under the authorities of hosting governments, and aid implementation options that can be adopted by the donors.

3. **Further develop the choice made by the EU services into the main elements of an Action Document**



Based on the choice made, **formulate main elements of an action document for a future HE programme** to offer enhanced and better coordinated access for qualified refugees from Syria, IDPs and vulnerable host communities to open university education, distance learning and HE in institutions in the region. The scope and detail of formulation shall be agreed during the inception phase, respecting also the limited time and resources available for this activity. Attention should be paid to innovative/ non-stationary approaches in service infrastructure provision for HE, such as "remote/open" university projects. The focus should also be on services offered to enhance employment opportunities. Attention should be paid on interoperability (such as mutual recognition of degree certificates – also by the Syrian HE sector) and projects with partners in Europe (Erasmus + and others). The new programme should be as inclusive as possible and may have a regionally coordinated clearinghouse mechanism with several stakeholders and donors channelling their offers via a one-stop-shop for potential beneficiaries. Assess what has been done by country and analyse bottlenecks and propose solutions to solve them.

4.5. PROJECT MANAGEMENT

Responsible body

The EUTF Madad, based in Brussels supported by relevant EU delegations and services.

Management structure

The contract is directly managed by the Project Manager of DG NEAR.B.1. Madad operational section.

5. LOGISTICS AND TIMING

5.1. LOCATION

The field assignment will take place in **Lebanon, Jordan and Turkey**. Kick-off meeting and debriefing will take place in Brussels, attendance of all experts is required. The experts will explore in the inception report options for carrying out a mission to **Iraq**. In justified cases, the experts will propose appropriate alternative methods for collecting data from Iraq. Eventually also Syrian partners could be met in any of the other countries if access to Syria is not possible.

5.2. START DATE & PERIOD OF IMPLEMENTATION OF TASKS

The intended start date is the beginning of March 2018 and the period of implementation will be 5 months from this date. A final calendar on the implementation and reporting for the different studies covered by these ToRs will be agreed during the inception phase. The planning by the end of the inception phase should indicate the tentative dates and duration



of the field work, and for the remaining milestones of the assignment. A suggested outline is presented below.

Task	Location	Indicative division of working days			Calendar
		Key Expert 1	Key expert 2	Key Expert 3	
<i>Inception phase</i>					
Kick off meeting with EUTF Services	Brussels with VC connection to the region	1 day	1 day	1 day	March 2018
Preparation for field mission and Draft Inception report	Home office	6 days	4 days	4 days	
Preparation of Final Inception report	Home office	1 day	1 day	1 day	March/ April 2018
<i>Field phase</i>					
Field mission	Turkey, Lebanon, Jordan, (Iraq)	20 days	20 days	20 days	April/ May 2018
Debriefing of field mission	Brussels with VC connection to the region	1 day	1 day	1 day	
<i>Reporting phase</i>					
Preparation of Draft Evaluation report	Home office	8 days	8 days	3 days	May 2018
Preparation of Main elements of the Action Fiche	Home office	4 days	3 days	3 days	
Presentation of draft outputs	Brussels	1 day	1 day	-	June 2018
Preparation of Final Evaluation report	Home office	2 days	1 day	1 day	June/ July 2018
Preparation of Main elements of the Action Fiche (Final)	Home office	2 days	1 day	1 day	June/ July 2018
Total		46 days	41 days	35 days	

In addition to the milestones given above, first preliminary findings shall be provided by the Evaluation Team, to the extent possible, by mid-April 2018 in anticipation of the June Operational Board meeting of the EUTF.

6. REQUIREMENTS

6.1. KEY EXPERTS

The profiles of the key experts are as follows:

Key Expert 1: Team Leader and HE Policy and Strategy Expert (Senior Expert)

The expert will work a minimum of 46 full work days.

Qualifications and skills

- Master's degree in education, economics, sociology or another relevant field or equivalent;
- Good command of written and spoken English;
- Excellent writing and reporting skills in English.

General professional experience

- Minimum 10 years of relevant experience in the field of HE.

Specific professional experience

- Experience in formulating, planning and implementing HE reform programmes, covering HE finance, HE quality and performance management;
- Experience in HE policy analysis and development; experience in more than one country is considered an asset;
- Experience in international cooperation and in formulation of cooperation programmes;
- Experience with preparing, implementing and leading evaluations;
- Work experience in the Madad region is an asset.

Key Expert 2: HE Management Expert (Senior Expert)

The expert will work a minimum of 41 full work days.

Qualifications and skills

- Master's degree in education, economics, sociology or another relevant field or equivalent;
- Good command of written and spoken English;
- Excellent writing and reporting skills in English.

General professional experience



- Minimum six years of relevant experience in the field of HE and distance educational programmes.

Specific professional experience

- Experience in designing and implementing EU-financed HE programmes concerning international HE networking and partnership programmes; cross-country experience is considered an asset;
- Experience in evaluating HE programmes;
- Experience in managing online surveys targeting students and graduates and coordinating focus group discussions with relevant stakeholders;
- Experience in managing international cooperation programmes in the field of HE will be an asset.
- Work experience in the Madad region is an asset.

Key Expert 3: Facilitator and Context Expert (Senior Expert)

The expert will work a minimum of 35 full work days.

Qualifications and skills

- Having been enrolled in HE courses in the region as well as in the EU.
- Fluency in spoken and written English
- Fluency in spoken and written Arabic
- Ability to translate texts from English to Arabic and Arabic to English.

General professional experience

- Minimum of three years first-hand experience with HE systems in the Madad region.

Specific professional experience

- Practical knowledge of HE institutions' rules and regulations and administrative requirements for admitting Syrian students in the target region and in Europe;
- Practical knowledge of EU Member States' administrative procedures (student visa, refugee status, asylum) permitting Refugees from Syria' enrolment in their respective HE institutions;
- Good knowledge of and ability to operate social media and other communication platforms and websites used by Syrian refugee students to gather, share and disseminate information on education possibilities and visa regulations.

Experience with managing grant scheme and education programmes within HE needs to be covered as a team expertise.

All experts must be independent and free from conflicts of interest in the responsibilities they take on.

6.2. OFFICE ACCOMMODATION

The experts will carry out their duties related to desk work and reporting mainly at their home base. Missions to **Lebanon, Jordan and Turkey** are considered necessary. A mission to **Iraq** is appreciated.

6.3. FACILITIES TO BE PROVIDED BY THE CONTRACTOR

The Contractor shall ensure that experts are adequately supported and equipped. It must ensure that there is sufficient administrative, secretarial and interpreting provision to enable experts to concentrate on their primary responsibilities. Also, support with planning the field missions and organising logistical support on the spot will be provided.

7. REPORTS

7.1. REPORTING REQUIREMENTS

The Contractor will submit the following reports in English in one original and one electronic version. The Executive Summary of the final Evaluation report also needs to be translated into Arabic. The final report(s) will require two hard copies as well as an electronic version.

- **Inception Report in draft and final version** of around 20 pages. It will have to cover the updated methodology, a tentative plan of interviews; the proposed outline of the report and the timetable for the implementation of the assignment.
- **Evaluation report in draft and final version**. This shall include an executive summary of 4/5 pages and should in total be of maximum 50 pages (main text, excluding annexes). This report should contain also the requested analysis and options.
- The **main elements of the Action Document in draft and final version**. The format of the document will be agreed during the inception phase.

The Contractor should ensure an internal quality control during the implementing and reporting phase of the project. The quality control should ensure that the draft reports comply with the above requirements and meet adequate quality standards before sending them to the EUTF Madad Project Manager for distribution to stakeholders for comments. The quality control should ensure consistency and coherence between findings, conclusions and recommendations. It should also ensure that findings reported are duly substantiated and that conclusions are supported by relevant judgement criteria.

7.2. SUBMISSION AND APPROVAL OF REPORTS



The reports referred to above must be submitted to the EUTF Madad Project Manager. The Project Manager is responsible for approving the reports. Submission is expected as follows:

- The **draft Inception report** is to be submitted to the EUTF Madad 20 days after the kick-off meeting in Brussels.
- The **final Inception report** should be submitted five days after submission of the consolidated comments EUTF Madad in Brussels and the European Union Delegations in Amman, Beirut, Ankara and Baghdad.
- The **draft Evaluation report** shall be submitted 20 days after the end of the field mission.
- The **draft containing main elements of the Action Document**, should be submitted within 10 days after the preferred programme option has been identified by the EU services.
- The **final Evaluation report** shall be provided ten days after submission of the consolidated comments by the EUTF Madad in Brussels and the European Union Delegations in Amman, Beirut, Ankara and Baghdad.
- Submission of the **final version of the main elements of the Action Document** will be agreed during the inception phase.



Annex 1 - List of EUTF-funded HE programmes and projects

Number	Project partner	Associated partners	Objectives	Location	Start date duration	EUTF contribution	Amount disbursed
T04.11	German Academic Exchange Service (DAAD)	British Council, Campus France, Nuffic Netherlands	HOPEs: Higher and Further Education Opportunities and Perspectives for Syrian Students aims to improve perspectives for young Syrians and to prepare them for post-conflict reconstruction of their country, and increase their opportunities and access to employment	Egypt, Iraq, Jordan, Lebanon and Turkey	07.04.2016 43 months	11,999,879€	6.337.215€
T04.43	United Nations High Commissioner for Refugees (UNHCR)	YTB Turkey	Increasing access to higher education for Syrian refugees - Overall objective: to cater to displaced persons' longer-term resilience in Turkey - Specific objective: to increase access to inclusive quality higher education opportunities for Syrian students	Turkey	01.08.2016 36 months	12,352,942€	3.255.314€
T04.26	Stichting SPARK	Turkish, Iraqi and Lebanese Universities	Provide access to higher and vocational training education to Syrian and host community youth for socio-economic development	Lebanon, Turkey and Iraq	15.08.2016 40 months	18,496,641€	5.650.983€
T04.29	German Jordanian University	Yarmuk University, Zarqa University, Luminus Al Quds College	Provide access to higher education and vocational training to Syrian refugee and Jordanian students.	Jordan	01.10.2016 38 months	11,000,000€	4.340.367€



Number	Project partner	Associated partners	Objectives	Location	Start date duration	EUTF contribution	Amount disbursed
			Overall objective: to provide higher education and vocational training to Syrian refugee and disadvantaged Jordanian students				
n/a	SPARK	n/a	To increase participation in higher education programmes of Syrian and disadvantaged youth from host communities in Turkey. To improve Turkish language skills, students support services and access to bachelor's degrees and vocational training	Turkey	19.12.2017 24 months	5,000,000 €	2.255.906 €

Annex 2 Overview of EU-financed projects on HE in the region

Turkey

	University students with scholarship	University advisors or staff trained	Students in preparatory courses	Budget in mio EUR
DAAD (EUTF)	89	137	0	2.7
SPARK Regional (EUTF)	390	0	0	6
SPARK Turkey (EUTF)	350	15	385	5
TOTAL UNDER FACILITY	829	152	385	13.7
UNHCR 12 (EUTF)	341	0	1765	12
UNHCR 40 (IPA)	0	40	709	11.34
TOTAL	1170	192	2859	37.04



Table should indicate scholarships by nationality. This table summarizes the MADAD funded interventions, but in the analysis of interventions per country there is need to add the opportunities offered by all EU instruments. For example: Erasmus + is open also to refugees for scholarships and mobilities. On the other hand, there are particular projects like ERASMUS + RESCUE project that are targeting services for refugees in the context of the Syrian crisis. For more information visit http://erasmuspluslebanon.org/sites/default/files/documents/2016%20RESCUE_0.pdf

Jordan

EDU-SYRIA I				
	Jordanian		Syrian	
	Enrolled	Target	Enrolled	Target
Zarqa University	0	0	214	200
Al Quds College	24	20	63	60
Yarmouk University	99	90	0	0
German Jordanian University	9	10	13	10
Total	132	120	290	270
EDU-SYRIA II				
	Jordanian		Syrian	
	Enrolled	Target	Enrolled	Target
Zarqa University	0	0	445	400
Al Quds College	120	100	300	300
Jordan University of Science and Technology	113	150	0	0
Mutah University	32	32	0	0
German Jordanian University	0	18	0	0
Total	265	300	745	700

Lebanon

N/A

Iraq

N/A



Annex A2 – Scope of the Evaluation

The evaluation covers the higher education programmes financed under the EUTF Madad Fund implemented since 2015 in four countries, namely, Turkey, Jordan, Lebanon and Iraq. An overview of the situation in Syrian is also included. The programmes evaluated are:

- Title: Vocational Education and Training & Higher Education Programme for vulnerable Syrian youth, (EDU-SYRIA II),
Implementing organisation: German Jordanian University (GJU)
- Title: HOPES - Higher and Further Education Opportunities and Perspectives for Syrians,
Implementing organisations: German Academic Exchange service (DAAD), British Council, Campus France, EP-Nuffic
- Title: Access to Higher Education for Syrian Refugees and IDPs to prepare for post-conflict reconstruction of Syria and integration in host communities
Implementing organisation: Stichting SPARK
- Title: Increasing access to higher education for Syrian refugees in Turkey
Implementing organisation: United Nations High Commissioner for Refugees (UNHCR)

The main purpose of the evaluation was to analyse specific aspects, as defined in the terms of reference, of the relevance, effectiveness, efficiency, coherence, sustainability, EU added value and lessons learned of EUTF Higher Education support in the target countries.

The evaluation was divided in three phases, an inception phase during which the methodology and tools to be used during the evaluation were developed; a field phase during which the team members travelled to three of the four countries targeted; and an analytical phase.

The evaluation took place between March and September 2018.

1. Inception phase (March 2018)

During the inception phase, a number of elements were clarified, as follows:

- The evaluation was to be instrumental in planning the future. As such, it was to be formative and strategic, and its results used to inform options for future action.
- Rather than analysing the lowest level of detail such as individual scholarships, the evaluation was to focus on a transversal perspective across the programmes in view of finding synergies and options or optimisation.
- A regional perspective was important, but each of the countries needed to be reviewed individually.
- Non EUTF programmes were to be considered as well.

Considering the above the team developed the evaluation matrix and a set of tools. It was agreed that the evaluation team would travel to Turkey, Lebanon and Jordan, with a possible mission to Iraq. It



was also agreed that the UED and EUTF representatives would provide the names of the organisations and persons to be interviewed and facilitate and/or organise, when possible and pertinent, meetings with different stakeholders.

In terms of timing, the team initially understood that delivering the draft evaluation and action outline before the June 2018 Board meeting would enable to include the 2018-2019 academic year, while a later submission to the November 2018 Board meeting would mean that the 2018-2019 academic year would be lost for the current funding cycle.

The team responded by organising the field visits immediately and completed all field visits by the beginning of June. By the time the team arrived in Lebanon however, the EUD stated that there would be no possibility of including another action document in time for the June board meeting. Instead the team produced a strategic debriefing document already containing the main recommendations for future EUTF action. The main points of the debriefing document were presented by the team at the June EUTF board meeting.

The timing of the inception phase and of the field phase did not allow for a full desk review in advance. This was undertaken during the analytical phase. As this was a formative evaluation, the consultants focused on maximising the utility of the data underlying existing and recently produced surveys by the programmes. In this, the consultants used the disaggregated data to focus and shape the information as much as possible around the evaluation questions.

2. Field phase

The planning of field visits was done with objective to be as productive as possible. The field visits were plotted out in the minutes of the kick-off meeting and were fine-tuned on the basis of information received from delegations and programmes in the form of list of persons to meet and their availabilities. The field phase included semi-structured interviews with relevant stakeholders and focus group discussions with students.

Semi-structured Interviews

Semi-structured Interviews will be used as a means to collect qualitative information and complement the desk reviews and analysis of project documentation and information. The interviews were structured around the evaluation questions relevant for the respective interviewee and were carried out through a set of sub-questions seeking answers and clarifications to the main evaluation questions, also capitalising on the knowledge and experience of the interviewee in order to gather ideas for improving current action or develop future action.

A total of 113 key informants of 55 organisations, universities and governmental institutions were interviewed in four target countries (Turkey, Jordan, Lebanon, Iraq) (refer to the table below for details) and in Brussels. The evaluation matrix was used as a basis for all of the interviews. Details of the field mission agendas are provided in Annex A8. There was insufficient time to interview all of the actors involved in education for Syrian refugees. The team therefore prioritised the interviews with the implementing organisations, their university partners, ministry officials and the EUDs. When time allowed, additional stakeholders were interviewed, in particular representatives of international



organisations and international and national non-governmental organisations involved in higher education support for Syrian refugees. Apart from UNHCR (interviewed in all countries) and UNRWA (interview conducted in Lebanon) actors who were not interviewed include organisations supporting primary and secondary education for refugees, those involved in livelihood support and those covering protection aspects.

Stakeholders interviewed in-country

Country	Mission dates	Mission team	Focus group participants	EUTF HE programmes	Policy makers / gov't	Intl agency reps	NGOS	Universities	EU staff
Turkey	23 May-5 June 2018	B. Fonteyne							
		S. Borel	9	10	8	-	8	9	2
		S. Mohammad							
Jordan	20-27 June 2018	B. Fonteyne							
		S. Borel	9	13	1	3	2	11	2
		S. Mohammad							
Lebanon	27 June-1 July 2018	B. Fonteyne							
		S. Borel	19	8	3	4	2	11	3

Stakeholders interviewed by telephone

Country	Mission dates	Mission team	Focus group participants	EUTF HE programmes	Policy makers / gov't	Intl agency reps	NGOS	Universities	EU staff
Iraq	27 June-1 July 2018	S. Mohammad	9	2	2	2	1	4	-
Syria		S. Mohammad	12						

In addition to the above, interviews were conducted with an Erasmus+ and FROT representatives in Brussels.

Due to time constraints, the mission to Iraq, which had provisionally been foreseen, did not take place. One of the team members conducted telephone interviews with Iraqi stakeholders. Telephone interviews were also held with stakeholders in Syria.

During the interviews, the evaluators also asked for additional data when evidence was either insufficient, incomplete or non-existent in the core programme documentation. This concerns mainly data on numbers of applications, scholarships, and drop-outs and actual scholarship and stipend rates.

Given the independent nature of the evaluation the consultants organised the interviews separately and in confidentiality with representatives of respectively the EUDs, the programmes, the national authorities, and the universities respectively.

Focus groups

The focus group was used to collect qualitative information on the experiences, aspirations and mind-set of the target population with respect to current and future perspectives. A one-day focus group per host country was organised. It was initially planned to include both, students from the EUTF HE programmes from the host country and from Syria, and youth not in the programmes. It was not possible to reach out to youth not in the programmes and there was not sufficient time to organise separate focus groups or interviews with them. Therefore, the youth interviewed only include students who have or are benefitting from the EUTF HE programmes.

With support from the programmes, the team also organised focus groups. A total of 58 students participated in the 1-day focus groups organised in Turkey, Lebanon and Jordan, and by telephone in Iraq.

3. Analytical phase

During the analytical phase, an extensive desk review was undertaken, including all of the EUTF HE project documents and relevant reports made available by the EC and the programmes, reports and analyses concerning the situation of refugees from Syria in the region, monitoring and evaluation reports of other non-EUTF HE programmes in the region, and analyses of the higher education systems in the relevant countries, all of which were gathered from an extensive web search and from the websites of relevant organisations. See also Annex A9 for a list of the consulted documents.

The data and information gathered from the desk review and during the focus group discussions and interviews, enabled the consultants to provide detailed and evidence-based responses to the evaluation questions. Score cards with rating scales were used to rate the different evaluation questions and to provide for an objective and verifiable assessment based on the qualitative and quantitative data gathered.

The risk of inconsistent or unreliable data had been identified at the on-set of the evaluation. It proved to be a reality and extensive follow-up by email and telephone with the programme representatives to obtain reliable information that could be used in all confidence was required. Additionally, in Turkey, quantitative data in general, and disaggregated data in particular, has been difficult to obtain by the programmes themselves when they are working through YTB. Programme descriptions, including the log frames, and M&E reports have not been standardised throughout the EUTF HE programmes. Technical and financial reports vary in terms of content and the degree of details provided. Budgets and financial information are reported on very differently by each of the programmes. As such, translating all of the information into a comparable framework was time consuming. The programmes would benefit from a more standardised reporting system which could provide the EUDs and EUTF regional staff with more readily available and comparable data.



In order to inform decision-making on future action and modalities of implementation the consultants deployed score cards in order to capture the complexity of the evaluation questions regarding relative coherence, efficiency, and effectiveness of the existing EUTF portfolio and how the individual EUTF programmes compare with each other. The consultants also capitalised on the mapping exercises to ensure that the score cards do reflect the realities and service levels of the respective programmes in each context.

In order to visualize the evaluation results at large and use them as a springboard for future decision-making, the consultants made use of radar graphs and plotting charts in which the complex collection of relative advantages and disadvantages of the approaches and modalities can be laid out in a comprehensive and intelligible way.

The consultants developed and included some tentative scenarios to enrich the collection of information during focus groups and semi-structured interviews. These scenarios have been included in the evaluation report to illustrate the canvas of possible futures against which decisions of the future will have to be made with respect to the EUTF HE programmes, and also how focus group students assessed the future and their options.

Given the strategic nature of the upcoming decisions, the consultants recommended launching a full Scenario Planning exercise with relevant stakeholders and beneficiaries on the basis of the outcomes of the evaluation in order to strengthen the grounds for future decision-making with multiple perspectives and collective intelligence.

In case the scope of the current Terms of Reference and the time allotted can be expanded, the consultants offer the know-how and capacity and are willing to organise such a fully-fledged scenario planning exercise in follow-up to this evaluation.



Annex A3 – Evaluation matrix

EQ 1 RELEVANCE	To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?		
Judgement criterion 1.1.	The needs of young Syrian refugees have adequately been defined by the programmes.		
Indicator 1.1.1.	Comparison of needs as defined by the programmes and those expressed by focus group respondents.		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Analyses of HE in the region and programme descriptions and analyses	Programme coordinators
Method	Focus groups	Desk review	Interviews
Judgement criterion 1.2.	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and their capacity for career development.		
Indicator 1.2.1.	Comparison of % of young Syrians in the programme with positive perspectives and Syrians not in the programme (studying / not studying).		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Existing surveys	Research
Method	Focus groups	Desk review	Developing scenarios
Judgement criterion 1.3.	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality.		
Indicator 1.3.1.	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes.		
Data sources	Programme monitoring documents		
Method	Desk review		
Indicator 1.3.2.	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students.		
Data source	Programme documents	Programme managers & academic staff	
Method	Desk review	Interviews	



Indicator 1.3.3.	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching).		
Data source	Applicants to % students in the programme	Programme reports & public communication tools	Field visits to service centres
Method	Focus groups	Desk review	Interviews
EQ 2 RELEVANCE	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?		
Judgement criterion 2.1.	The age brackets defined in the programmes are appropriate.		
Indicator 2.1.1.	# of accepted students by age / # of applications by age		
Data sources	Programme records	Young Syrian refugees not participating in EUTF programme	Conditions & regulations from non-EUTF programmes and participating universities
Method	Data analysis	Ref Focus group under EQ1	Desk research
Judgement criterion 2.2.	The EUTF programmes have developed targeting and selection criteria that are sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.		
Indicator 2.2.1.	List of barriers effectively eliminated by the EUTF programmes		
Data sources	Programme documents	<ul style="list-style-type: none"> EUTF programme officers involved in the application process EU Delegations 	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).
Method	Desk review	Interviews	Ref Focus group under EQ1
Indicator 2.2.2.	# of students accepted that do not fully fall within the set criteria		
Data source	Programme records	Programme officers involved in the application process	
Method	Desk review	Interviews	



Judgement criterion 2.3.	The EUTF programmes have adequate measures in place to reduce drop-out rates.		
Indicator 2.3.1.	Dropout rates by EUTF programme / university / area of study / gender		
Data sources	Programme and university records		
Method	Data analysis		
Judgement criterion 2.4.	EUTF programme records and external sources show that access is being given to local vulnerable youth.		
Indicator 2.4.1.	% of students accepted compared to demand for each target group.		
Data sources	Programme documents	National media and reports	
Method	Desk review	Desk review	
Indicator 2.4.2.	EUTF programmes have verifiable vulnerability criteria for screening local youth.		
Data source	Programme documents	Programme officers	
Method	Desk review	Interviews	

EQ 3 EFFECTIVENESS	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?		
Judgement criterion 3.1.	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context.		
Indicator 3.1.1.	% of achievement according to EUTF programme progress and result indicators		
Data sources	Logframe & monitoring reports	Programme management	EU Delegations
Method	Desk review	Interviews	Interviews
Judgement criterion 3.2.	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.		
Indicator 3.2.1.	# of barrier-eliminating waivers/agreements that have been achieved / # of barriers added.		
Data sources	<ul style="list-style-type: none"> HE Institutions HE authorities 	Programme documents, MoU, regulatory information	<ul style="list-style-type: none"> EUTF programme managers EU Delegations
Method	Interviews	Desk review	Interviews



Judgement criterion 3.3.	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon.		
Indicator 3.3.1.	Impact monitoring documentation exists in the EUTF programmes (y/n)		
Data sources	Programme documents		
Method	Desk review		
Indicator 3.3.2.	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.		
Data source	<ul style="list-style-type: none"> EUTF programme managers EU Delegations Other donors 	National stakeholders	Programme documentation, donor reports, national reports & media review
Method	Interviews	Interviews	Desk review

EQ 4 EFFECTIVENESS	To what extent are regionally managed programmes more effective or not than nationally managed programmes?		
Judgement criterion 4.1.	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered.		
Indicator 4.1.1.	Comparative scores of each option		
Data sources	All relevant findings of the evaluation		
Method	Comparative score card / radar charts		



EQ 5 EFFICIENCY	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?		
Judgement criterion 5.1.	The review of the different approaches and modalities inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.		
Indicator 5.1.1.	Comparative per student cost for comparable service levels		
Data sources	Financial data of the EUTF programmes	Financial managers	EU Delegations
Method	Comparative score card	Interviews	Interviews

EQ 6 COHERENCE	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?		
Judgement criterion 6.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria.		
Indicator 6.1.1.	Degree of overlays and gaps in the mapping		
Data sources	Programme design and reports	Programme managers	EU Delegations
Method	Mapping	Interviews	Interviews



EQ 7 COHERENCE	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and have these been taken into account?		
Judgement criterion 7.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes.		
Indicator 7.1.1.	Degree of overlays and gaps in mapping		
Data sources	Programme design & reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Mapping	Interviews	Interviews
Judgement criterion 7.2.	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives.		
Indicator 7.2.1.	Existence of joint or complementary initiatives		
Data sources	Minutes of meetings & programme reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Desk review	Interviews	Interviews



EQ 8 SUSTAINABILITY	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?		
Judgement criterion 8.1.	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.		
Indicator 8.1.1.	Possible scenarios shape the programme design (y/n)		
Data sources	Programme managers	EU Delegations	
Method	Interviews	Interviews	
Judgement criterion 8.2.	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years.		
Indicator 8.1.1.	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments.		
Data sources	HE authorities	EU Delegations	Other relevant donors
Method	Interviews	Interviews	Interviews

EQ 9 EU ADDED VALUE	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?		
Judgement criterion 9.1.	Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.		
Indicator 9.1.1.	Degree of awareness and sense of opportunity amongst students in focus groups		
Data sources	Students		
Method	Ref focus groups EQ1		
Indicator 9.1.2.	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.		
Data sources	Websites, brochures, social media		
Method	Desk review		



EQ 10 EU ADDED VALUE	What types of EU added value can be distinguished and at what levels do they have a significant effect?		
Judgement criterion 10.1.	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.		
Indicator 10.1.1.	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region.		
Data sources	Steering committee minutes of meetings and HE conferences	<ul style="list-style-type: none"> National HE authorities Management of universities 	
Method	Desk review	Interviews	
Judgement criterion 10.2.	The EU programmes have created a regional HE response to the Syrian refugee crisis.		
Indicator 10.2.1.	No. of regional level meetings sponsored by the EU.		
Data sources	EU reports		
Method	Desk review		
Indicator 10.2.2.	Frequency of national media reports on EU HE initiatives.		
Data sources	National media		
Method	Desk review		



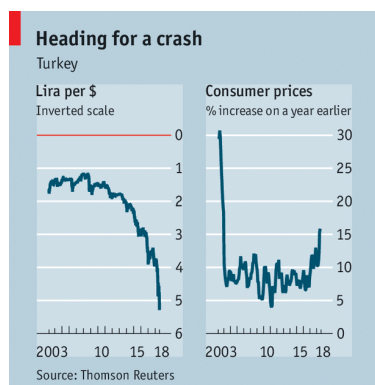
Annex A4 – Evaluation details - Turkey

1. Socioeconomic context and outlook for the near future

On June 25, 2018, the re-election victory of President Erdogan marked the last step on the road to a constitution that replaces the parliamentary system with a presidential one. Under the new constitution power is centralised at the presidency with complete control of the executive. The office of prime minister will disappear. The state of emergency called in the wake of the 2016 attempted coup stays in place and the presidency is expected to keep a tight grip on power and to use all means at its disposal to squash dissent. The human rights and rule of law situation is expected to further deteriorate as the separation of powers is being diluted.

The AK party has been powering the fast-growing economy by stimulus measures and cheap credit and is now entering a hard landing. The Turkish lira has lost almost 70 per cent of its value against the euro and the dollar since 2003 while corporate debt, mainly in foreign currency, is reaching 70 per cent of GDP. Turkey's attractiveness as an investment destination is increasingly uncertain as the rule of law weakens and the risk of doing business grows. A diplomatic row with the US is exacerbating the situation and according to The Economist fresh sanctions could be devastating for a country with \$220bn in corporate debt and a spiralling currency crisis and accelerating inflation. The collapse of the lira has forced a number of leading Turkish companies to restructure billions of dollars in debt.

Figure 5: The Turkish Currency crisis



The Economist

Meanwhile Investor confidence is ebbing away. The end of the state of emergency on July 18th has not improved sentiment nearly as much as expected. Many of the government's emergency powers, have found their way into a new security law. Others have been enshrined in the new constitution expanding the executive powers of the Presidency including greater control of monetary and fiscal policy, with weakening parliamentary oversight.

The assertiveness of the state is also visible in Turkey's approach to bilateral relations with the EU. Already prior to the elections and in anticipation of the disappearance of the Prime Minister's Office, a special unit for monitoring all funding flows of the various EU financing instruments into Turkey was established. This unit is to become part of the Presidency and is aimed at centralising at the highest



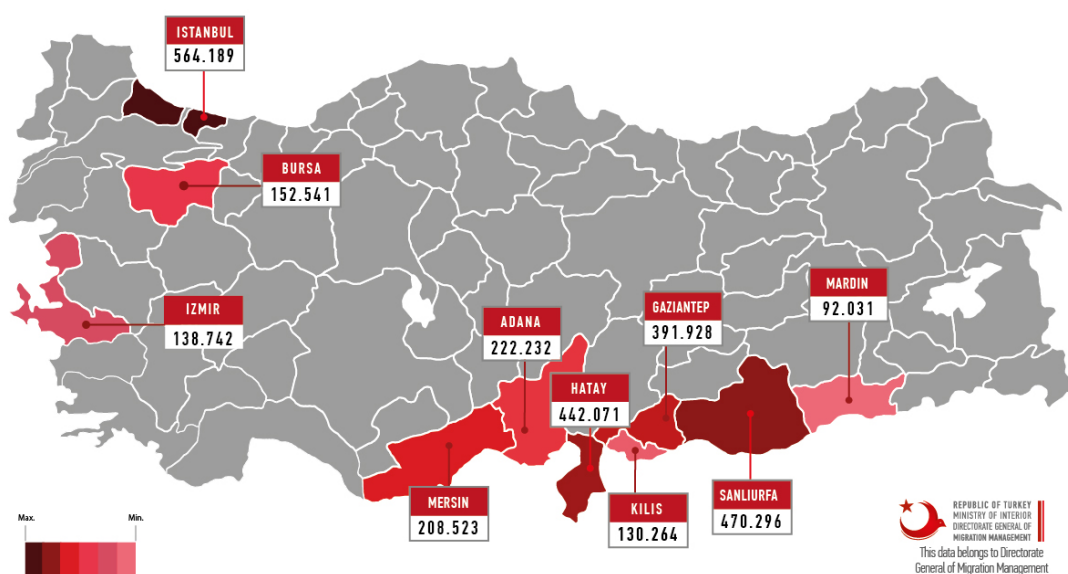
levels state control over external funding flows by tracking transactions as they cascade down through governmental and especially non-governmental actors.

Civil society is shrinking, and is closely controlled through licencing and employment protocols, first with the Ministry of Interior and then also with the respective sector Ministries.

2. The situation of Syrian refugees

The UNHCR reports that Turkey is the largest refugee hosting country in the world and hosts the largest number of Syrian refugees. According to the data of the Turkish Directorate of Migration Management⁴⁰, 3.5 million refugees have been registered representing about four per cent of the Turkish population. Most Syrians under Temporary Protection (SuTP) are concentrated in the south of the country with some additional pockets of concentration in the Bursa, Izmir and Istanbul areas. Around 90% of SuTP also live outside camps and in urban areas.

DISTRIBUTION OF SYRIAN REFUGEES IN THE SCOPE OF TEMPORARY PROTECTION BY TOP TEN PROVINCE



3. Syrian refugee access to higher education

Syrians under Temporary Protection (SuTP) enjoy the right of access to Turkey (even retroactively for all those who arrived after 2011), the rights to protection against forcible return, to registration and documentation, and to access to services including education.

⁴⁰ http://www.goc.gov.tr/icerik6/temporary-protection_915_1024_4748_icerik



Out of the 3.5 million refugees - depending on the applied age brackets - an estimated 533,000 [19-24], 860,000 [19-29] or more than one million [19-34] Syrian refugees are potentially of university-going age. The Higher education council (YÖK) stated that about 25,600 Syrian students are enrolled in Turkish Universities but could not make out how many of them were SuTP. A next generation of another estimated 285,000 registered Syrians between the ages of 15 and 18 will be reaching university age in the coming years.

The Ministry of National Education (MoNE) is responsible for supporting access to and management of pre-school education, formal schooling (Grades 1-12) and non-formal education programmes, while the Higher education council (YÖK) is responsible for determining policies and procedures related to quality of higher education and access and placement policies including those related to SuTP. The Presidency for Turks Abroad and Related Communities (YTB) runs a large worldwide scholarship programme which also includes support for SuTP.

All Turkish Universities are accredited and aligned to the Bologna quality standards with a public ranking system in place. As Turkish universities are hosting thousands of international students funded by YTB, they are equipped with good functioning international student offices. In addition, internationalisation has significant weight as a quality criterium, which makes university leaders keen to enrol SuTP students and ensure their success. Many Turkish universities also see it as part of their mission and moral duty to embrace SuTP students and offer them opportunities for a better future.

The Turkish authorities have taken a number of measures to remove administrative and financial barriers that could prevent SuTP access to education:

MoNE provided a regulatory framework formalising the operation of temporary education centres (TECs) which offer instruction in Arabic by Syrian volunteer teachers using a modified form of the Syrian curriculum. To facilitate access to university and scholarship opportunities the Ministry also designed and implemented a Grade 12 equivalence examination at these TECs for SuTP students and provides accreditation letters for high school certificates issued by the official Syrian Ministry of Education. As the TEC's will now be phased out and Syrian youth will be absorbed in Turkish schools, the profile of young Syrians entering Turkish universities will change.

YÖK recognises the Temporary Protection Identification Documents issued by Turkish authorities as valid forms of identification for university admission and relaxes requirements that students present original or certified documents attesting to their previous educational experience. As part of the internationalisation of Higher education, YÖK has also increased the percentage of foreign students the Universities may enrol. In the southern provinces YÖK allowed this percentage to increase to 50%. YÖK also allowed the establishment of higher education programmes with Syrian teaching staff and Arabic as the main language of instruction in the Southern provinces.

In coordination with YÖK, the Council of Ministers waived tuition fees for Syrian students enrolled in full-time degree programmes at Turkish State universities. YTB also expanded its *Turkiye Burslari* scholarship programme which provides scholarships to international students, to include SuTP students. This scholarship programme includes one year of intensive language tuition in order to ensure that students are prepared to undertake academic study in Turkish. Under these full and



partial scholarships YTB now provides support to 17,000 SuTP students in addition to the 1155 funded under DAFI and EUTF.

The Turkish government policy has had a predominant focus on integration of Syrians in Turkey. Only recently there has been a change in narrative from the Turkish government, stating that there could be a return. This changing narrative was also accompanied by directing some state investment for higher education towards providing courses in Arabic language for both Syrian and Turkish students. This provides space for intercultural exchange and also for a possible return of Syrians to Syria.

4. Syrian refugee access to the labour market

Since the introduction of the new regulations for the labour market in January 2016 which gave Syrians the right to apply for work permits within the industries selected by provincial governance boards, a legal framework for SuTP has been established. Based on these reforms, the number of refugees in a single workplace cannot exceed 10 per cent and employers pay work permit fees of 600 TL (\$180) every year. While there is an exemption for seasonal work, it requires a separate application and still requires the SuTP being registered for at least 6 months. SuTP remain overwhelmingly employed in informal ways in seasonal jobs with and employment rates differing widely between winter and summer. There still a dual labour market where refugees are willing to work for two-thirds of the wages paid to locals. And as more refugees arrived from Syria, competition for jobs weakened their bargaining positions over pay. High-skilled jobs remain largely out of reach for SuTP.

5. Responses to the Evaluation questions

RELEVANCE

EQ 1 RELEVANCE	To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?		
Judgement criterion 1.1.	The needs of young Syrian refugees have adequately been defined by the programmes.		
Indicator 1.1.1.	Comparison of needs as defined by the programmes and those expressed by focus group respondents.		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Analyses of HE in the region and programme descriptions and analyses	Programme coordinators
Method	Focus groups	Desk review	Interviews

EQ1: Overall the programmes meet the needs and increase the perspectives of young refugees from Syria, but the response is too limited compared to demand and also fragmented and incomplete from a student pathway perspective.

Table 16: SPARKS BA Awarded versus applications Turkey

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 0 (2015)	8,288	0	0	3,161	5,127	28	0	0	5	23
Intake 1 (2016)	10,230	0	0	4,356	5,874	122	0	0	39	83
Intake 2 (2017)	0	0	0	0	0	472	0	0	225	247
TOTAL	18,518	0	0	7,517	11,001	622	0	0	269	353



Table 17: HOPES BA Awarded versus applications Turkey⁴¹

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	0	0	0	0	0	75	0	0	0	0

Table 18: HOPES MA Awarded versus applications Turkey⁴²

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	0	0	0	0	0	15	0	0	0	0

Table 19: UNHCR BA Awarded versus applications Turkey⁴³

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	13,000	0	0	0	0	186	0	0	70	116

Table 20: UNHCR MA Awarded versus applications Turkey⁴⁴

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	13,000	0	0	0	0	168	0	0	44	124

[JC. 1.1] All EUTF programmes have adequately defined the needs and are proactive in addressing evolving needs.

Table 21: Comparison of needs as identified by students and the EUTF programmes respectively

Responses from focus group participants	UNHCR	HOPES	SPARK
	As identified in project documents		
<ul style="list-style-type: none"> Financial factors: high tuition fees, lack of means to pay for insurance, books and supplies, accommodation, transportation and other living expenses. 	<ul style="list-style-type: none"> Lack of financial resources 	<ul style="list-style-type: none"> High tuition and living expenses 	<ul style="list-style-type: none"> Lack of finance

⁴¹ The application and selection process is managed by YTB. No data was made available to HOPES with regards to the total number of applicants, nor is gender disaggregated data available.

⁴² The application and selection process is managed by YTB. No data was made available to HOPES with regards to the total number of applicants, nor is gender disaggregated data available.

⁴³ The application and selection process is managed by YTB. No data was made available to UNHCR with regards to the total number of applicants.

⁴⁴ The application and selection process is managed by YTB. No data was made available to UNHCR with regards to the total number of applicants.

<ul style="list-style-type: none"> Lack of required documentation (residence, equivalence certificate) 	<ul style="list-style-type: none"> Lack of recognition of academic credits obtained in Syria 	<ul style="list-style-type: none"> Limited recognition of qualifications and incomplete documentation of former learning achievements. 	<ul style="list-style-type: none"> Difficult process of recognition of certificates hampers student access to formal higher education (T.04.80)
<ul style="list-style-type: none"> Language (Turkish - English) 	<ul style="list-style-type: none"> Lack of proficiency in the language of instruction in Turkish universities 	<ul style="list-style-type: none"> Limited language skills to attend and complete higher education courses in host countries. 	<ul style="list-style-type: none"> Language barrier
<ul style="list-style-type: none"> Lack of information, advice and orientation 	<ul style="list-style-type: none"> Lack of awareness of application procedures 	<ul style="list-style-type: none"> Lack of knowledge / familiarity with the host country education system, impeding chances of finding appropriate education opportunities. 	<ul style="list-style-type: none"> Counselling needed to reduce dropout (T04.80)
		As further identified during implementation	
<ul style="list-style-type: none"> Financial needs only partially covered 			<ul style="list-style-type: none"> Need for additional livelihood support (T04.80)
<ul style="list-style-type: none"> Access to dorms 	YTB students get priority but only 1% is available for non -Turkish students	YTB students get priority but only 1% is available for non -Turkish students	SPARK offered 2M USD to place 400 girls, but so far Turkish authorities have not allocated a building for that purpose
<ul style="list-style-type: none"> Academic pressure and packed curriculum 			
<ul style="list-style-type: none"> Lack of internships during studies 			
<ul style="list-style-type: none"> Lack of perspectives after finishing a degree (job opportunities, funding to continue studying) 			

From a supplier's perspective all EUTF programmes have adequately defined the needs and are proactive in addressing evolving needs. The programmes did identify the main barriers and provide responses to the students for overcoming them, and the needs as defined by the programmes and those expressed by focus group respondents do mostly align.

[Ind. 1.1] Comparison of needs as defined by the programmes and those expressed by focus group respondents do align in broad terms, it shows significant qualitative differences between needs and responses which weaken the relevance of the response.

From a student perspective there are three main stages through which their pathway evolves; before study, during study, and after study. From that vantage point they experienced the responses as being fragmented incomplete and lacking continuity. Students reported during the focus group session that upon arrival they felt disoriented because of language problems and they faced a lack of guidance and information on what to study, how to prepare for being accepted to university where to find support in the preparation and application process, and how to find funding for studying. While for each of these questions the sources of support exist, young Syrians have difficulties finding, accessing and piecing scattered support services together in a consistent way. When students do identify a scholarship opportunity at the EUTF programmes, they face a very competitive selection process. There are two main criteria in this process; eligibility criteria and selection criteria. The main eligibility criteria include official status and registration, original study documents and their recognition, and set Programme age brackets.



The selection criteria include language skills (Turkish, English), previous grades and/or entry tests and the degree of vulnerability. All EUTF programmes run a rigorous selection process based on applications generating a first short list of candidates who are interviewed, tested and ranked. From this list, the final candidates are selected from the top downwards until the available number of scholarships and/or budget is exhausted. Students in the focus group reported that they experience the availability of scholarships as very low compared to demand.

They also reported the pressure they experienced in investing in preparation activities, even with support of the programmes, which takes up to 18 months of time, effort and opportunity cost without knowing whether there will be a scholarship for them if they finally do succeed in obtaining a place at university.

The students also reported their preference for study choices that traditionally have a high status in Syria such as medicine and engineering, and they believe that it will help them to play a role in the reconstruction of Syria. In addition, for those students who have not been able to sufficiently upgrade their foreign language skills to overcome the language barriers, there is the option to enrol in the limited selection of degree programmes in Arabic such as religious studies and Arabic language studies. Turkish universities in the Gaziantep area have started opening more programmes in Arabic, widening study choices for students with enduring language problems.

During their studies, scholarship students find that their financial needs are only partially covered. Stipends are not covering the needs in comparison to the costs students face. These costs include transport, study resources and livelihoods. On average stipends meet only 50 percent of these needs and push the students to find work while studying, which adds to the time they spend away from their studies.

YTB students have priority access to University dorms over non YTB students, which is an advantage for HOPES and UNHCR students and a disadvantage for SPARK students. However, of the total dorm space available only 1% is reserved for international students, which still makes access to a university dorm highly competitive and uncertain for Syrian students. There is a bill in parliament to increase access to International students from 1 to 5% but it has not yet passed. Alfa Kura & SPARK offered 2M USD to place 400 girls, but so far Turkish authorities have not allocated a building for that purpose.

Students do also feel that treatment by University staff is not always equal between Syrians and nationals, and they continue to face language and integration challenges, for which they would like continued support during their studies.

In addition, the students encounter gaps between different stages of their pathways. Continuity from BA to MA levels is not provided in the scholarship schemes for instance, and English language courses to prepare for MA levels are expensive, or in the case of HEEAP limited to only 100 + 40 Hrs per student regardless of the entry level. SPARK students reported strong support and follow up of their performance, while UNHCR and HOPES students who are managed through YTB depend on the services of the university foreign student office and saw themselves as YTB students rather than as UNHCR or HOPES scholarship students. YTB scholarships are standard packages. Full scholarships include stipends, tuition fees, transport, accommodation, one-year Turkish language course and



insurance. Partial YTB scholarships do not include stipends. Through the international student offices of the universities YTB also provides educational materials support, academic and career guidance, carries out academic success surveys, cultural alumni programmes, and recently alumni support programmes.

UNHCR and HOPES have no direct contact with the students they finance and have to rely on YTB for information which is scarce compared to the detailed information SPARK can collect on its students and act upon. SPARK reports that it has developed a fully-fledged regional database on the Syrian Refugee students it is supporting and has supported in the past.

After their studies, students find themselves with little support in the face of local barriers to entry in the labour market. They would like more support in projects that help them set up initiatives of their own, more relevant skills upon leaving the university, and a better understanding of possible career paths and livelihoods.

Judgement criterion 1.2.	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and their capacity for career development.		
Indicator 1.2.1.	Comparison of % of young Syrians in the programme with positive perspectives and Syrians not in the programme (studying / not studying).		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Existing surveys	Research
Method	Focus groups	Desk review	Developing scenarios

[JC1.2] Focus group students indicated clearly that they do see the EUTF Programmes as a pathway for improving their perspectives for employment, personal development, and career development

[Ind. 1.2.1] Compared to the students in the programme, the student not participating in the programme found his perspectives clouded by the uncertainty whether he would be able to finance his studies until the end

As we were heavily reliant on the goodwill of the programmes and the Universities in organising the Focus group at short notice, it was not possible to include young Syrians who are not studying for comparison with those studying, but for the focus group in Turkey we had one student who was not supported for his MA studies but had been supported for his BA study. Compared to the students in the programme, the student not participating in the programme found his perspectives clouded by the uncertainty whether he would be able to finance his studies until the graduation or not. Survey based Information is currently being shared between HOPES, YÖK, and YTB to gauge student perceptions and perspectives. The overall result shows that students strongly agree or agree with positive statements about how their studies and the universities meet their expectations, but also that they have difficulties coping with financial pressures and the lack of laptops.

Judgement criterion 1.3.	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality.		
Indicator 1.3.1.	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes.		
Data sources	Programme monitoring documents		
Method	Desk review		

[JC 1.3] Programmes have a fairly good picture of the labour market and steer their scholarships to the relevant areas of study at the appropriate level and quality



The HOPES and UNHCR programmes are reliant on ISKUR for labour market supply and demand information and have therefore a general overview of the relevant labour markets and negotiate with YTB to steer scholarships towards the relevant areas of study, at the appropriate level and quality. The list of supported disciplines by SPARK is based on matrix of Syria/Turkish labour market intersections with an emphasis on practical return on investment. As an example; art and social studies are considered as offering a low ROI)

[Ind. 1.3.1] There is no real regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees which is consistently used by the EUTF programmes.

This situation may improve as ISKUR is being transformed with the three foci of regional employment, management and entrepreneurship, and business development.

Indicator 1.3.2.	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students.		
Data source	Programme documents	Programme managers & academic staff	
Method	Desk review	Interviews	

[Ind. 1.3.2] EUTF programmes have several mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students.

For the HOPES and UNHCR programmes YTB does student placement. The majority of disciplines is in engineering and medicine. For these programmes the needs are defined together with YTB. The program analyses the students' need for language courses, preparatory programmes, tuition fees and adequate scholarships and oversee a good distribution of students to university and academic branches. YTB provides instant access to 102 universities for Syrian refugee students and has the power to guarantee placement in the best HEI. YTB has interest in quality as it is part of its soft power projection to foreign students. The internal quality vetting is carried out by YÖK who oversees the higher education system in Turkey. UNHCR's added value is to ensure that responses are refugee-sensitive. UNHCR blends a protection outlook with the academic scholarship.

The informal Higher Education working group includes YTB, YÖK, Ministry of Higher Education, HOPES, SPARK, and smaller foundations to identify and resolve issues and to ensure that there is no overlap between the programmes. Although the group functions well in terms of information sharing, policy discussions are not taking place due to the fact that MoNE representatives are usually absent and YÖK-YTB sends junior officials whose role is limited to listening.

Programmes working with YTB, feel the need for a push together with the EU for greater transparency. UNHCR would also like to see more protection issues ensured, including the transition to the labour maker and internship provision.

According to Programme sources, YTB requested to allow up to 30% of scholarship in religious studies through HOPES as DAFI does not allow scholarships for religious studies. HOPES negotiated this proportion down to 12/90, and UNHCR uses EUTF funding to allow for some religious studies scholarships too. When consulted, YTB contested this narrative and stated that it does not interfere with study choices.



Through its Calls for proposals programme, HOPES finances projects aimed at ensuring the development of skills for employability of young Syrian refugees, and with its second round of Calls for Proposals it is foreseen to include the establishment of Alumni based employability mechanisms.

The HEEAP programme provides Teacher training, materials, a new vision, and assessment baseline and methodologies which build the capacity of the English language teaching in the institutions and helps also improve the online portal and question bank.

At Gaziantep University, all teachers in Syrian programmes are required to have a PhD with foreign experience. The limited availability of such profiles limits the number of students that can be accepted in Arabic programmes but safeguards the quality of the programmes. Gaziantep University quality is ranked 4th in Turkey and 685th in the world. SuTP students choose Master's and PhD level studies to have access to the labour market in the Gulf states.

Quality is also assured from the start as YOS preparation programmes have an accreditation system. For instance, students from the YOS preparation Programme at Istanbul University are accepted by all HEI in Istanbul.

Following the 'Hatai conference' SPARK has a central agreement with YÖK. The internal quality vetting at these universities is carried out by YÖK who orients SPARK towards the best quality programmes in order to not exacerbate the 25% unemployment rate of Turkish graduates with Syrian ones. In the agreement YÖK also obtained access to the SPARK database. The arrangement with YÖK ties in with SPARK's policy of enrolling its students only in accredited universities (which in Turkey is all of them) and by using student survey based ranking systems. SPARK has chosen to work with YÖK and keep its distance from YTB in order to preserve its regional model and its standard mode of operation in Turkey as it does in the rest of the region.

Indicator 1.3.3.	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching).		
Data source	Applicants to % students in the programme	Programme reports & public communication tools	Field visits to service centres
Method	Focus groups	Desk review	Interviews

[Ind. 1.3.3] The EUTF programmes provide relevant counselling and support services to guide students through the study pathway

SPARK offers continuous counselling and support while UNHCR and HOPES rely on YTB to do so.

The HOPES programme uses the education desk to provide academic services towards employability and offers an on-line Study catalogue. It is used, but not necessarily by those students that are financed by the HOPES programme

EQ 2 RELEVANCE	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?		
Judgement criterion 2.1.	The age brackets defined in the programmes are appropriate.		
Indicator 2.1.1.	# of accepted students by age / # of applications by age		
Data sources	Programme records	Young Syrian refugees not participating in EUTF programme	Conditions & regulations from non-EUTF programmes and participating universities
Method	Data analysis	Ref Focus group under EQ1	Desk research

EQ2: Compared to demand, the EUTF Programmes provide opportunities to access and successfully participate in higher education to only a limited number of Syrian Refugees. Eligibility criteria are in



line with university requirements, and highly competitive selection processes maximise chances for successful outcomes. Age brackets applied by SPARK are experienced as too stringent.

The Turkish state takes care of Turkish nationals through its own institutions and well-funded programmes, and therefore does not expect the programmes to finance Turkish nationals. This in contrast to Jordan and Lebanon where this is a state requirement in order to safeguard social cohesion.

Through their protocol with YTB, HOPES & UNHCR have agreed selection criteria and rely on the UNHCR vulnerability assessment system, whereas SPARK takes this in account but has its own standardised set of vulnerability criteria which it uses across all countries and financing instruments.

[JC 2.1] Students in the focus group found the age brackets defined in the HOPES and UNHCR programmes as limiting but reasonable while those defined by SPARK as overly strict

The period between the arrival as a young refugee in the host country and having sufficiently settled in to start information gathering and the long process of preparations and applications, can easily take a couple of years.

SPARK is the strictest in its application of age brackets [18-24] whereas HOPES and UNHCR provide more leeway of these formal [18-24] age brackets to an effective [18-32], which according to students is more appropriate. The HEEAP English language course programme also accepts students beyond the age of 32.

[In 2.1.1] Less than 7% of (SuTP) applicants gets scholarship funding.

A review of the statistics with comments is provided in the main body of the report

Judgement criterion 2.2.	The EUTF programmes have developed targeting and selection criteria that are sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.		
Indicator 2.2.1.	List of barriers effectively eliminated by the EUTF programmes		
Data sources	Programme documents	<ul style="list-style-type: none"> EUTF programme officers involved in the application process EU Delegations 	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).
Method	Desk review	Interviews	Ref Focus group under EQ1

[JC 2.2] The EUTF have developed targeting and selection criteria that correspond to the requirements of the context and maximise chances of success.

Overall targeting is aimed at Syrian refugees who are reckoned to all be vulnerable because of war driven displacement and reduced opportunity in a new host country. There is some differentiation of vulnerability through UNHCR (self-declared) assessment mechanisms, but it is not clear in how far this additional assessment really factors into the selection process. Targeting and selection is subject to (1) the eligibility criteria without which the student would not be able to register at a university, followed by (2) additional eligibility criteria by the programme such as age brackets. These eligibility criteria prevail over (3) merit-based selection criteria expressed in end results of previous studies and or admission tests (SAT-YOS) which in turn prevail over (4) differentiation in terms of vulnerability criteria.

There could theoretically be room for a more sophisticated differentiation of vulnerability in order to more specifically target those Syrian refugees who are most disadvantaged, but in practice this



differentiation risks becoming irrelevant in the face of the size of demand compared to opportunity and the more overriding eligibility and merit-based selection criteria.

[Ind. 2.2.1] Most important barriers have effectively been eliminated by the EUTF programmes in conjunction with waivers by Turkish Authorities. See also [Ind. 3.2.1]

The Turkish authorities have been very proactive in eliminating barriers for documentation such as recognition and ETCS equivalence and organising preparation modules, allowing access to Syrian students for a few modules and then integrate them fully in the degree programmes. The establishment of the YOS entrance test for Syrian refugees has eliminated the need for obtaining previous study documentation from Syria, and Turkey has a policy of positive action on gender balancing. HOPES finances language courses through HEEAP and other preparatory support initiatives for Syrian refugees at university or civil society level through its Call for Proposals programme.

Indicator 2.2.2.	# of students accepted that do not fully fall within the set criteria		
Data source	Programme records	Programme officers involved in the application process	
Method	Desk review	Interviews	

[In 2.2.2] There is no significant number of students that fall outside the set criteria.

All Programmes run very competitive selection processes and given the huge demand, there is no need to accept applicants outside the criteria. In terms of eligibility criteria, the Programmes publish the set age brackets which discourages potential applicants falling outside these brackets to apply. In terms of previous educational attainment documentation from Syria, the Turkish authorities have waived requirements and replaced them by admission tests. In terms of vulnerability as a refugee, all students fall in the set criteria.

Judgement criterion 2.3.	The EUTF programmes have adequate measures in place to reduce drop-out rates.		
Indicator 2.3.1.	Dropout rates by EUTF programme / university / area of study / gender		
Data sources	Programme and university records		
Method	Data analysis		

[JC 2.3] The EUTF programmes have similar measures in place to reduce dropout rates for the degree programme with strikingly different dropout rates. HEEAP language courses and CFP generated short and preparatory courses report difficulties to bring dropouts below 30%.

Despite operating a very stringent eligibility process and highly competitive selection process, the SPARK scholarship dropout rate has been reported as between 8% and 17% for its BA programmes. SPARK considers dropout a remaining risk due lack of income, the language barrier, a new learning context and general social cohesion and integration difficulties. SPARK responds with increasing stipend levels closer to DAFI levels, more investment in Turkish and English language training, digitized monitoring with an online Student Information System (SIS) including a fully automated SMS communication platform and smart phone app for all beneficiaries, complemented with exam and attendance monitoring agreements with partner universities, and SPARK also a focus on empowering students to find job opportunities. If all else fails, SPARK finds replacement students for the scholarships from the previously selected-but-not-awarded batch of students.

Table 22: Overall enrolment and dropout rates Turkey

	HOPES Bachelor	HOPES Masters	UNHCR Bachelor	UNHCR Masters	SPARK Bachelor
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	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs
Intake 0 (2015)	0	0	0	0	0	0	0	0	28	0
Women	0	0	0	0	0	0	0	0	5	0
Men									23	0
Intake 1 (2016)	80	5 (6,3%)	15	0 (0,0%)	186	7 (3,8%)	168	13 (7,7%)	122	10 (8,2%)
Women					70	2 (2,9%)	44	3 (6,8%)	39	1 (2,6%)
Men	0	0	0	0	116	5 (4,3%)	124	10 (8,0%)	83	9 (10,8%)
Intake 2 (2017)	0	0	0	0	0	0	0	0	442	78 (17,6%)
Women									225	32 (14,2%)
Men	0	0	0	0	0	0	0	0	247	76 (30,8%)

Dropout rates related to the YTB channelled scholarships for HOPES and UNHCR have been reported to be a very low 6% and 4% respectively. The eligibility process which the UNHCR and HOPES programmes run together with YTB is more flexible in terms of age brackets and also provides a highly competitive selection process. Given that the HOPES and UNHCR Programmes have very little contact with their respective scholarship students and obtain very little information about them makes the low dropout rate all the more remarkable. YTB reports that its scholarships include stipends, tuition fees, transport, accommodation, a one-year Turkish language course and insurance. Through the university foreign student offices YTB students are also provided with educational materials support, academic and career guidance, academic success support, cultural alumni programmes, and recently alumni support programmes as well. YTB monitors student performance throughout the academic year and provides advice to students on corrective actions that can be taken if students do not maintain the required performance level. The YTB scholarship agreement also has the scope to penalise under-performing students by reducing the value of the stipend paid to students who do not meet performance requirements, which acts as an incentive to maintain levels of academic performance. UNHCR reported a 10% dropout rate from YTB channelled preparatory Turkish language programmes.

For the language courses component UNHCR reports to pay more attention to the intention of students desires to continue their academic studies in Turkey, in order to avoid that places are taken up by SuTP who hope to seek employment as soon as they feel comfortable enough with their level of language proficiency. Also UNHCR reports that the provision of a stipend for language course students has had a very positive effect on student retention.

HEEAP reports a 30% dropout rate despite the fact that dropout remedies start early at application with clarifying the required commitment for 100 Hrs class attendance + 40 online Hrs. There is an attendance policy and a follow-up by phone if students are not attending at least 50% of the course. Local students tend to drop out more. Women tend to stay.

Other initiatives financed under the HOPES/CFP (call for proposals) programme report difficulty convincing prospective students to engage in 10 month long preparatory courses for accessing higher education or even other short courses improving their employability. For instance, YUVA reported that 3000 phone calls and household visits were needed in in Sultan Bey area to gather 147 Syrian Refugee students willing to invest 10 months in such preparatory courses and a lot of follow up was needed to keep them in the programme.

Istanbul Aydin University reported that active recruitment through two calls was needed for filling 82 of 90 student places for short employability courses requiring a commitment of 7 Hrs per week for 18



weeks of training, and workshops with job focus. Reasons for a nearly 40% dropout rate include the schedule conflicts of Saturday courses with work and students and their prioritising current income over better perspectives in the near future.

[In 2.3.1] Dropout rates in SPARK scholarship BA programmes reach 17% overall while YTB channelled UNHCR and HOPES programmes report a 6% and 4% respective overall dropout rate. UNHCR reports a 10% dropout rate from preparatory Tomer language courses. Other short courses, preparatory programmes and HEEAP language courses report a 30 to 40% dropout rate.

Judgement criterion 2.4.	EUTF programme records and external sources show that access is being given to local vulnerable youth.		
Indicator 2.4.1.	% of students accepted compared to demand for each target group.		
Data sources	Programme documents	National media and reports	
Method	Desk review	Desk review	

[JC 2.4] Of all EUTF programmes only the HOPES/HEAAP component records show that access is being given to local vulnerable youth as the Turkish authorities have no expectation from the programmes in that regards and have their own measures in place to provide access to higher education for Turkish vulnerable youth.

In HEEAP social inclusion activities are being pursued in order to ensure a 70/30 proportion Syrian refugees versus local vulnerable youth. For SPARK, HOPES and UNHCR scholarships no specific efforts are needed as the Turkish Government has separate measures for providing higher education access to Turkish vulnerable youth.

[Ind. 2.4.1] Indicator is not applicable to Turkish vulnerable youth

Indicator 2.4.2.	EUTF programmes have verifiable vulnerability criteria for screening local youth.		
Data source	Programme documents	Programme officers	
Method	Desk review	Interviews	

[Ind. 2.4.2] EUTF verifiable vulnerability criteria for screening local youth is not applicable

As indicated above, the Turkish Government takes care of its vulnerable youth, and programmes have no mandate to include them except for the HEEAP programmes which accepts students on the basis of an online questionnaire. However, in the EUTF top up grant agreement for SPARK, support for Turkish vulnerable youth is foreseen to the level of 10% of all new BA and TVET Higher scholarships under the Top up agreement. Also, should the economic situation further deteriorate in Turkey there may be growing interest on the part of Turkish authorities to include Turkish vulnerable youth in the EUTF programmes, as is the case in the other EUTF contexts

EFFECTIVENESS

EQ 3 EFFECTIVENESS	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?		
Judgement criterion 3.1.	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context.		
Indicator 3.1.1.	% of achievement according to EUTF programme progress and result indicators		
Data sources	Logframe & monitoring reports	Programme management	EU Delegations
Method	Desk review	Interviews	Interviews

EQ 3: The Turkish context is conducive to providing access and opportunities to young Syrian refugees and the programmes have been effective in aligning with this context and to some extent embedding their activities within state structures.

The HOPES Programme reports a very good relationship and cooperation through the Working Group and Steering Committees. It feels blindsided however by the lack of direct access to the students



funded by the programme through YTB. DAAD sees an opportunity for institutional cooperation with YTB through an expertise and experience exchange programme between the two organisations. When consulted YTB expressed potential interest in such an arrangement for the future.

UNHCR Invests in sustainability of Government structures and would like to increase its role in building the capacity of YTB with regards to protection and refugee-sensitive responses. When consulted, YTB responded to the evaluators to be open to such institutional strengthening by UNHCR. YTB offers the advantage of offering access to cultural and social activities and access to a wider range of universities.

SPARK works with YÖK and pays fees to help the universities to run Arabic programmes, pay Syrian Professors, and support its students. YÖK provides access to more than 100 universities and participates in the SPARK leadership assessment days. YÖK will also place 385 students in TOMER after they succeed in YOS.

[JC 3.1] The EUTF programmes operate a quantitative result chain whereby each actor focuses on the individual targets that must be achieved, and none reported the need for log frame changes during execution.

The HOPES Programme runs a log frame with segmented targets and budgets for DAAD, British Council, NUFFIC, and Campus France, which are regularly updated. It has difficulty obtaining detailed data on its scholarship programmes because of YTB data protection laws. HOPES has also difficulty verifying financial data in order to fulfil its obligations with the EUTF. The four HOPES consortium partners focus on the targets they need to achieve and risk generating fragmentation in the pursuit of their individual target numbers.

SPARK reports to operate a student information system that is always updated and feeds into the SPARK log frame and reporting. It has an overall approach within which it accommodates the EUTF contribution log frame and reporting.

UNHCR follows the log frame and has regular updates on the indicators. Through its Partnership agreement with YTB, UNHCR has also access to books of YTB and can see expenses, transfer records and tagging of funding which is sufficient under its FAFA agreement with the EU.

All EUTF programmes reported that no log frame changes were needed during execution.

The log frames of the programmes are not interlinked and complementary at best.

[Ind. 3.1.1] % achievement according to EUTF programme progress and result indicators is treated comparatively across programmes and contexts in the main body of the report

Judgement criterion 3.2.	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.		
Indicator 3.2.1.	# of barrier-eliminating waivers/agreements that have been achieved / # of barriers added.		
Data sources	<ul style="list-style-type: none"> HE Institutions HE authorities 	Programme documents, MoU, regulatory information	<ul style="list-style-type: none"> EUTF programme managers EU Delegations
Method	Interviews	Desk review	Interviews

[JC 3.2] The Turkish authorities, Higher education institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalise on the benefits stemming from national policies and the EUTF programmes.



Turkey has carried a policy of integration towards Syrian refugees providing them with the Syrians under Temporary Protection (SuTP) status and has lowered as many barriers as possible to facilitate their access to higher education. Turkey projects soft power through YTB which annually processes 100,000 applications from foreign students to study in Turkey and each year about 16,000 students from 70 countries. Under the Quality assurance mandate of YÖK, all Turkish universities are accredited and adhere to the Bologna standards and ETCS. Driven by the international outreach policy Turkish universities are equipped with experienced foreign student offices to cater for the need of international students. To some extent however the universities are still on a learning curve with respect to protection issues and specific needs of SuTP students. The HOPES and UNHCR programmes signed a protocol with YTB and the students under EUTF scholarships are integrated into the overall system. While this brings many benefits and it makes sense to use existing systems and institutions, the HOPES Programme struggles with access to students, access to data and to financial information under the protocol modalities. UNHCR has more access to information and has a lighter reporting burden to the EU under FAFA. This makes it difficult for both EUTF programmes to gauge the quality of services students receive and puts especially HOPES in a critical position with respect to its reporting and auditing obligations vis-à-vis the EU.

The more independent model of SPARK found accommodation with YÖK. SPARK also submits all its data to the Prime Minister's Office which is centralising information on all foreign funding flows. However, this model may come under pressure as plans for a new coordination model for regulating SuTP students has been implemented after the July elections. Under this new model, it would seem that all SuTP student funding and all relationships with SuTP students and HEI will be channelled through YTB while ensuring that all data is centralised in government systems. SPARK reports that after a coordination meeting with the higher education working group, YTB declared that the new regulations only effectively require that the scholarship payments pass through YTB while other activities could still take place directly. While this seems at odds with the difficulties the HOPES programme has been facing even before the new regulation was in place, SPARK is confident that it can capitalize on its special status as an official partner of the Islamic Development Bank, which is part of the Organisation of Islamic Conference (OIC), as well as on its partnership with EEA/Doha and strong relationship with Qatar, which is also a strong ally of Turkey.

YÖK also supports EUTF objectives by actively managing the gender balance of SuTP students.

[In 3.2.1] Turkish authorities have waived most higher education barriers and with the help of the EUTF programmes have expanded support mostly through YTB with exception of SPARK working independently in agreement with YÖK. Labour market barriers are only slowly being addressed which limits the perspectives for the SuTP graduated.

In response to the Syrian refugee crisis specific regulations have been issued by the Turkish authorities, such as waivers issued by the Council of Ministers raising participation from 400 to 20 000 SuTP students in higher education. YÖK lifted the quota for SuTP students from 5 to 50% in border zones and facilitated the adding of Arabic and English teaching programmes. Access was facilitated by substituting the documentation requirements with a special admission and placement tests (YOS) Turkish authorities also helped in mobilising foreign funding to support the process.



SuTP students are considered at par with other international students with the extra benefit that their tuition fees are waived and at par with Turkish students.



In summary the identified barriers have been addressed as follows:

- Documentation for university admission and lengthy bureaucratic processes for authenticity and equivalency of Syrian secondary certificate has been substituted by the YOS admission test;
- Issue with the transferability of formally earned credits has been addressed by the modular approach to scale-in students by the Turkish universities as approved by YÖK;
- Lack of proficiency in the Turkish language of instruction has been addressed with TOMER courses offered by the government and by the programmes, YÖK has authorised Arabic as language of instruction in a number of universities, and HEEAP provides limited English language teaching support.
- Livelihood related concerns have been addressed partially through stipends, insurance, transport funding, and in some cases access to University dorms.
- Security concerns have not been raised by the focus group students
- Security/ cultural issues of women and traditional gender roles are addressed by the YÖK gender balancing policy. In the border area the SuTP students tend to be more conservative than the Turkish environment. The government accommodates conservative behaviour and needs.
- Discrimination in educational settings remains an issue reported by focus group students has partially been removed by hiring Syrian Professors to teach in Arabic as language of instruction in some universities, and also Turkish universities are investing in better understanding the problem in order to address it (e.g. CFP study at Istanbul University)
- HE tuition fees have been waived for SuTP students in public universities fees and financed by the programmes and/or YTB in private universities. Study related costs are partially covered by the scholarship as well.
- Access to labour market constraints remain problematic especially for highly educated SuTP. Provincial boards define the sectors in which SuTP can work and even after reforms opening the labour market in January 2016, the number of refugees in a single workplace cannot exceed 10%; employers pay work permit fees of 600 TL (\$180) every year; while there is an exemption for seasonal work, it requires a separate application and still requires being registered for at least 6 months. This has led to the creation of a dual labour market where refugees are willing to work for two-thirds of the wages paid to locals. This situation has also resulted in various exploitative practices, lack of any social security scheme, as well as inaccessibility of high-skilled jobs for SuTP.

In focus groups students raised the lengthy application documents (20 pages) of SPARK as well as the very long and highly competitive selection process

Judgement criterion 3.3.	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon.		
Indicator 3.3.1.	Impact monitoring documentation exists in the EUTF programmes (y/n)		
Data sources	Programme documents		
Method	Desk review		

[JC 3.3] Secondary effects of EUTF programmes on the national HE system and context are limited in comparison to the size of the institutions and the investments the Turkish government



makes. Turkish authorities run proactive policies in order to embed external support in state structures, activities and budgets and to closely monitor the flows of external funds.

The presidential decree Karar Sayısı: 2018/12007 obliges all higher education related external funding for SuTP and related activities and communications with Universities and students to go exclusively through YTB. The PMO office, which will be integrated in the new Vice Presidency following the new constitution, has set up a specific monitoring system for tracking financial flows of each EU financing instrument.

Turkish higher education institutions report that the influx of SuTP students has no significant quantitative or qualitative impact on their operations. Here also size and institutional capacity matters. Major Universities have 100,000 or more students and feel they can easily handle the marginal cost and quality assurance of integrating 2000 or 3000 SuTP students.

YÖK and YTB see the increase of SuTP students as a positive way to increase the quota of foreign students under the Internationalisation policy of Turkish universities.

[Ind. 3.3.1] Impact monitoring by the EUTF programmes is still very limited as first graduations have happened only recently and so far, no tracer studies have been launched.

The HOPES and UNHCR programmes do not have the access to the required type of information at YTB to be able to trace the individual students they support. SPARK has a detailed database and promotes SPARK branding and networking in the form of SPARK alumni associations with the aim to trace the students they have supported and to capitalise on this network for the reconstruction of Syria when the day comes.

Indicator 3.3.2.	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.		
Data source	<ul style="list-style-type: none"> EUTF programme managers EU Delegations Other donors 	National stakeholders	Programme documentation, donor reports, national reports & media review
Method	Interviews	Interviews	Desk review

[Ind. 3.3.2] There is great variety in the types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects as reflected in the CFP activities, and most are seen as beneficial.

Overall, the Turkish legal framework for refugees shows that Turkey has been implementing policies already before the Comprehensive Refugee Framework followed from the 2016 NY declaration on refugees and migrants. The Comprehensive Refugee Framework emphasises burden and responsibility sharing. UNHCR representatives reported that Turkey is a leader in managing the well-being of refugees.

The HEEAP programme produces many secondary effects with respect to helping Turkish Universities in responding to the growing importance of English language in teaching and learning. The British Council provides teacher training and on-going support (remote observation). The teachers are not employed by the British Council. More teachers than actually in the programme are trained to ensure that the capacity stays.

With support of SPARK, Gaziantep University created eight Programmes with Arabic as the language of instruction employing Syrian teaching academics and creating the option to study Engineering or



Medicine in English or Arabic. Even after the resolution of the Syrian Refugee crisis the University sees these Arabic Programmes as an asset to be continued albeit with different objectives.

The NGO YUVA used a CFP to embed the model they developed for preparing SuTP students for accessing higher education (TOMER and YOS) in Istanbul and build the capacity in the Municipality of Sultan Bey area and the directorate of national education. YUVA obtained access to the Municipal database and works in alignment with government policy to take over SuTP education activities from NGO's in an effort to mainstream services. Increasingly NGO need protocols with ministries to be able to work with SuTP. For instance, a protocol is needed with MONE for educational activities, and one with the Ministry of Social Affairs for household visits. YUVA makes sure that the TOMER is recognised by the protocol and recognition by MONE. Finding a link with local communities and institutions is the most important criterion for HOPES. EUTF covers course fees, cost of examination, teacher training, translation costs. And YUVA covers the administrative costs.

The Cukurova University reports that while increasing numbers of SuTP and growing cultural diversity do pose some management challenges, the foreign student office has learned that fears are greater than actual problems and proved to be largely mitigated by the historical cultural links and understanding that exists with Syrians in the border areas. The new strategic plan for the foreign student office now also includes English language programmes to start a preparatory year if the students are not proficient in line with Common European Framework CEF).

Aydin Istanbul university reported that associations increasingly seek cooperation with Universities as they feel that the space for civil society is shrinking and that universities can provide such space by association. Municipalities are also interested to be involved. For its short courses to improve employability, the Municipality has actively cooperated with announcements of these courses in the different districts. On the other hand, an initial programme with German NGO KIROM did not work out as KIROM could not obtain ETCS recognition from YÖK because YÖK only recognises if an accredited University has recognised first. KIROM preferred not to be university dependent, and with HOPES the Aydin Istanbul University could expand the programme and recognise ETCS. Aydin Istanbul University sees CFP as a stepping stone to applying for other funding such as reconstruction of Iraqi education system with Erasmus+, the Inspire TVET Project with RESCUE SuTP student support units, cultural heritage reconstruction in MENA Horizon 2020 with European partners and so forth.

EQ 4 EFFECTIVENESS		To what extent are regionally managed programmes more effective or not than nationally managed programmes?	
Judgement criterion 4.1.	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered.		
Indicator 4.1.1.	Comparative scores of each option ⁴		
Data sources	All relevant findings of the evaluation		
Method	Comparative score card / radar charts		

EQ 4: While the great variety and specificity of the visited contexts and the need to involve national authorities would warrant a national approach to programme management there are substantial benefits to developing regional strategies and sharing of best practices.

Turkey has a specific relationship with the EU which is also expressed in the number and size of the various EU financing instruments that are being deployed. Turkey itself is going through a dynamic process of transformation whereby the state is becoming increasingly centralised and assertive in overseeing and channelling external funding through its own institutional network. The state is also



shrinking the space for civil society in an effort to limit external influence not sanctioned by the government. The potential added value of the Programmes to act outside these structures is also shrinking as a result. Future EU support mechanisms will need to resolutely choose for a deeper form of cooperation whereby a significant part of activities is embedded within state structures and institutions, albeit with technical assistance also embedded inside these institutions. There will be a limit to what is acceptable to the EU as there is a limit to what is acceptable to the Turkish Authorities. Within this space however, and given the institutional capacity in place in Turkey, there is room for a very productive 'state to state' cooperation approach.

[JC 4.1] There is no or/decision to be made, but a better understanding and calibrating of which aspects of the EUTF are better served by a regional and which better by a national approach.

The EUTF programme in Turkey works with two international organisations (UNHCR and SPARK) and one consortium of European state sponsored organisations operating under the name of HOPES. UNHCR has an international status as a UN organisation and SPARK is incorporated as an international NGO. While the UNHCR is seen as an international organisation and equal partner by Turkish authorities, the HOPES Programme is perceived as an NGO and has therefore less clout and a weaker bargaining position in getting access to information from YTB. SPARK has managed to position itself with YÖK and the universities as an equal partner whilst retaining control over its services to students and associated information flows. The relationship between the programmes and the Turkish government is also related to the volume of students each organisation represents. Both SPARK and UNHCR have other funders of their Higher Education activities with SuTP in Turkey. SPARK works also with Alfa Kura, and UNHCR with DAFI. While its consortium partners have international outreach and are sponsored by their respective national governments the HOPES consortium itself has been created specifically for the purpose of executing the mandate it received under the EUTF financing agreement and is therefore fully dependent on EUTF funding only.

The programmes reported that a regional approach has the advantage that services can be streamlined and optimised and that best practices can be shared.

For SPARK the regional approach allows for a standardised regional approach across donors and countries while building services around the needs of the students locally. It also allows SPARK to develop and maintain a regional database of all its scholarship students on which it can capitalise. SPARK representatives also mentioned that a regional approach can provide leverage towards a given country by using the capacity to rebalance its support from one country to another in the region when negotiating terms and conditions with respective governments. SPARK also mentioned the benefit of having multiple regional funding sources with different donors as a strength for streamlining and standardising approaches across various countries.

While this gives SPARK has a strong identity and internal coherence it also implies that SPARK has an agenda of its own, accommodating different funding sources and regulations into an approach of its own and operating a given set of skills and processes in its portfolio, which may make it less adaptive and flexible in assembling additional competencies according to context and in function of student pathways. If SPARK were to adopt the regional 'rebalancing negotiating position it would find itself at



loggerheads with its own EUTF action document which states explicit targets for each country. In addition, opening the door to rebalancing would strengthen the position voiced by the authorities that Turkey should get a portion of the EUTF regional higher education budget in proportion to the number of SuTP it is hosting in comparison with other countries in the region. Finally, in Turkey the way of working of SPARK has carved out for itself, independent from YTB, will come under increased pressure with the recent issuing of the new presidential decree obliging all scholarship funding and related contacts with students and universities to be channelled through YTB.

The HOPES programme offers a portfolio of specific services delivered by respective partners in the consortium. Each partner can optimise regionally and adapt locally to the context. The scholarship and counselling programme were initially designed to be run at a regional level, but rather quickly they have been adapted in alignment with local conditions and in coherence with what the other EUTF programmes do in each context. The English language programme and capacity building programmes are internationally standardised British council products and are being applied context by context. The calls for proposals are issued regionally and published in each national context. Finally, the Campus France led communication programme and stakeholder dialogue and networks are regional in nature. So, the Hopes programme has clear regional features especially in relation with stakeholder dialogue and networks under which also the two regional EUTF stakeholder meetings have been organised. In each country one of the partners is running the representation of the HOPES programme (NUFFIC in Turkey, DAAD in Jordan, Campus France in Lebanon, and British Council in Egypt) British Council has the added advantage of having a British Council Representation in each context, providing support to the HEEAP sub programme of HOPES. This arrangement creates joint responsibilities and spreading of overheads across the consortium partners. In Turkey the scholarship component of the HOPES programme has opted for working through YTB with the advantages this brings, but this arrangement has also severely limited its operational capabilities to provide direct counselling and other services to the scholarship students and fulfil the reporting obligations of HOPES to the EU. As a result, the benefits that could have occurred at a regional level have largely been forgone in Turkey for the scholarship component of the HOPES Programme and the potential synergies it could have had at national level with the other components.

While the HOPES programme provides a strong and flexible portfolio model of competencies, the isolation of its scholarship programme from the rest of its services compounds has exacerbated the silo effect already triggered by the modalities of the programme setup in which consortium partners tend to optimise their own part of the contract and work towards their own targets. While each component of the HOPES programme delivers services to SuTP students directly or indirectly, from a student perspective the HOPES portfolio is not perceived as a complementary package of services that is built around their pathway.

UNHCR also works through YTB in line with its global policy of supporting state institutions, it provides a regional protection perspective to EUTF programmes, and stated that it is increasingly focusing on labour market transition in its dialogue with Turkish authorities. By working with YTB it expands YTB capacity and services for labour market access and protection. UNHCR unique mandate also provides access to the 10% SUTP who remain in refugee camp conditions. UNHCR naturally has a regional



approach to the Syrian refugee crisis as a whole in the development of protection policies and advisories to national governments. However, while UNHCR's humanitarian approach of spreading a given budget and support services across as many families as possible may make sense in an emergency distribution of basic goods, it fragments Higher education support and hampers pathways from a student perspective as a given student cannot continue from one degree to another under the programme, and it forces parents to discriminate between children as siblings from the same family unit cannot obtain a scholarship from the programme.

From the EUD perspective, the regional approach is very useful in defining broad guiding principles, as well as a coherent logic of goals, objectives, results and indicators. In terms of Management and contracting however, the EUD reports that a national approach would allow for better synergy and mutual leveraging between different EU financing instruments in Turkey and provide the EUD with a closer and more relevant cooperation logic and negotiation position across its portfolio of financing instruments. Regional contracting is considered inflexible at national level, consortium partners are organised regionally by component, reporting of results and budget execution is regional and to Brussels, and the regional steering committee meetings do not gather the right partners at the table to provide meaningful steering at national level.

The EUD reports that from the delegation's perspective the informal concept notes to the EUTF functional mailbox is not as robust and transparent as a call for proposals procedure. Action documents go to board without a robust review process at the EUD level. In addition, the current procedure is actually not fully respected in cases where a negative evaluation by EUD on certain proposals had no bearing on the awarding decision. There is a need for a forum for EUD's to discuss the EUTF. In Turkey, the slower IPA and FRIT dynamics take precedence over the faster and more flexible EUTF dynamics. For instance, the decision whether to include a Higher Education component in FRIT 2 or not, is creating inertia for the EUTF Higher Education component, as it cannot process new proposals. From the EUD perspective the overall coordination with the different layers of decision making in the EUD and between the EUD and Facility/EUTF is not efficient or effective.

[Ind. 4.1.1] This section is treated in the main body of the report

EFFICIENCY

EQ 5 EFFICIENCY	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?		
Judgement criterion 5.1.	The review of the different approaches and modalities ⁵ inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.		
Indicator 5.1.1.	Comparative per student cost for comparable service levels		
Data sources	Financial data of the EUTF programmes	Financial managers	EU Delegations
Method	Comparative score card	Interviews	Interviews

EQ 5: The approaches and modalities do not significantly determine significant differences in the cost efficiency of the respective EUTF-funded HE programmes in Turkey, but internal cost differences and allocations provide significant advantages to UNHCR students.

The channelling of all scholarships and students services through YTB has an efficient aspect in the sense that EUTF funding takes advantage of existing capacity and advantages of scale, but this immediately begs the question why the EUTF does pursue more efficiency by contracting the scholarships directly with YTB instead of adding transaction cost by passing through UNHCR and the



HOPES programme in funding YTB as both the HOPES programme and UNHCR have little control and hence little added value to bring to the EUTF scholarship and student services component.

The HOPES programme has to absorb overheads of 4 consortium partners and also the transaction costs of coordinating between them. As mentioned earlier, the HOPES programme is mitigating the risk of associated inefficiency by the arrangement that in each country one of the partners is running the representation of the HOPES programme. This arrangement creates joint responsibilities and spreading of overheads across the consortium partners.

SPARK is able to provide added value as it has full control over its scholarship and student service operations by its direct contact with universities and students, but Turkish authorities are likely to be closing this window with the new decree, as mentioned before.

When looking at the costs per student of each approach no significant differences would warrant a clear judgment on which programme is most cost efficient in the case of Turkey.

[JC 5.1] The cost efficiency of the different approaches and modalities is discussed across programmes and contexts under this section in the main body of the report

[Ind. 5.1.1] While in Turkey here are no significant variations in the overall comparative average per student cost across the programmes and study levels, UNHCR manages a lower cost per student.

COHERENCE

EQ 6 COHERENCE	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?		
Judgement criterion 6.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria.		
Indicator 6.1.1.	Degree of overlays and gaps in the mapping		
Data sources	Programme design and reports	Programme managers	EU Delegations
Method	Mapping	Interviews	Interviews

EQ6: The EUTF portfolio is fairly complementary between the EUTF programmes in Turkey with a gap in EUTF provision at TVET level. Working through YTB has made the HOPES programme support services to students redundant.

[JC 6.1] The EUTF programmes show parallel complementarity and little duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria

Complementarity of scholarships, disciplines and geographic coverage

SPARK has a scholarship focus on improving short to medium term employment opportunities for the refugees. In Turkey SPARK has the stated objective to provide 484 students with full scholarships in the field of Higher Education on Bachelor level including transport and subsistence allowance through applied Bachelor programmes in subjects relevant to the Turkish labour market and expected labour market in post conflict Syria. Of these 484 students SPARK aims to place 100 students in Arabic language teaching programmes. In terms of study fields SPARK focuses primarily on Agriculture, Engineering, Health, Business and Entrepreneurship, ICT and Educational management related study fields, and Turkish and Arabic language.



The HOPES scholarship programme focuses on medicine engineering and business study fields at both bachelors and Master level for the relevance they have for career prospects and relevance for an eventual return to Syria. The HOPES Programme works through YTB as does the UNHCR who cover similar fields and levels of education. In addition, the UNHCR uses the EUTF funding for providing access to religious studies which it is not allowed to fund under its DAFI funding. The HOPES programme also provides up to maximum 10% of religious study scholarships. The demand for these particular scholarships is also driven by the Turkish language barrier as they are taught in Arabic and are therefore perceived to be more accessible by SuTP students.

When mapping the EUTF higher education scholarships regionally, the programmes are reasonably complementary in covering the different levels and disciplines with their scholarships. The HOPES programme covers Bachelor and Master level scholarships in all countries except Jordan where it covers only Master level in complementarity with GJU. GJU covers the Bachelor and TVET levels. SPARK covers only Bachelor scholarships in Turkey and both bachelors and TVET level scholarships in Lebanon.

A mapping and further discussion across programmes and contexts is provided in the main body of the report.

Through the Higher Education working group the EUTF programmes manage coherence and complementary implementation. However, overall the programmes tend to stay out of each other's way instead of actively cooperating towards synergies and efficiencies. Each EUTF programme tends to self-optimize in the pursuit of its own targets, not only with the intention to be individually accountable to the EUTF but also to further their own broader agenda and mission as is the case with SPARK and the UNHCR. A similar dynamic is also visible within the HOPES consortium itself where each consortium partner self-optimizes in the pursuit of their respective targets and accountability to the EUTF. This supply-driven approach by the EUTF partners in all EUTF programmes fragments outputs and weakens the benefit of a complementary, coherent and complete support package and outcome for the student.

[Ind. 6.1.1] There are no substantial overlays or duplication of scholarships or services except for unused HOPES student support capacity due to YTB channelling of its scholarships.

The Higher Education working group which includes YTB, YÖK, MoHE, UNHCR HOPES, SPARK, other NGO's, smaller foundations, universities and academics is an information exchange platform which enables a fair degree of coherence and complementarity. MoHE, YTB, and YÖK have data management capacity and authority to verify that no duplication of scholarships takes place, or act upon them as soon as they are discovered.

EQ 7 COHERENCE	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and have these been taken into account?		
Judgement criterion 7.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes.		
Indicator 7.1.1.	Degree of overlays and gaps in mapping		
Data sources	Programme design & reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Mapping	Interviews	Interviews



EQ 7: The EUTF programmes fall under the FRIT coordinating mechanism and avoid duplications with other financing mechanisms, but no clear synergies between financing instruments have been reported.

[JC 7.1] The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes

The HOPES and UNHCR EUTF programmes have been channelled through YTB in alignment with the UNHCR run DAFI funded scholarships. The EUTF programmes are not duplicating any activities with Erasmus+ or other scholarship programmes. In some cases, EUTF scholarship graduates manage to obtain an Erasmus plus scholarship to further their studies in Europe.

The EUD reports difficulties in managing all EU financing instruments into one coherent set of measures providing clear synergies and improving EU bargaining position with Turkish authorities.

[Ind. 7.1.1] Regular coordination meetings and state database management produce a low degree of overlays and gaps

Judgement criterion 7.2.	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives.		
Indicator 7.2.1.	Existence of joint or complementary initiatives		
Data sources	Minutes of meetings & programme reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Desk review	Interviews	Interviews

[JC 7.2] Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives

The Higher Education working group which includes YTB, YÖK, MoHE, UNHCR HOPES, SPARK, other NGO's, smaller foundations, universities and academics is an information exchange platform which enables a fair degree of coherence and complementarity across EUTF and non-EUTF programmes. YTB, and YÖK have data management capacity and authority to verify that no duplication of scholarships takes place, or act upon them as soon as they are discovered.

The working group also gathers labour market information on policies and outcomes and serve as a platform for building higher awareness of protection and academic issues with authorities.

[Ind. 7.2.1] Existence of joint or complementary initiatives are to be found with EUTF partners such as UNHCR and SPARK who manage a portfolio of donors funding aimed at the same objective as the EUTF and therefore are a conduit for natural alignment and synergies between these donor funded initiatives in their portfolios.

SUSTAINABILITY

EQ 8 SUSTAINABILITY	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?		
Judgement criterion 8.1.	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.		
Indicator 8.1.1.	Possible scenarios shape the programme design (y/n)		
Data sources	Programme managers	EU Delegations	
Method	Interviews	Interviews	

EQ 8: The EUTF portfolio is lacking a clear multiple scenario strategy in order to maximise the sustainability of the benefits of the action



[JC 8.1] Until now, the EUTF programmes have mainly oriented their response to return/reconstruction or integration in the host country labour market scenarios, while under the UNHCR 'three durable solutions umbrella' policy a pathway to resettlement is also included, and SPARK incorporates pathways towards the labour market in the Gulf states.

Sustainability through multiple scenario planning

The scenarios are discussed across different focus groups and contexts in the main body of the report.

[Ind. 8.1.1] Possible scenarios shape the programme design only to a limited extent

Judgement criterion 8.2.	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years.		
Indicator 8.1.1.	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments.		
Data sources	HE authorities	EU Delegations	Other relevant donors
Method	Interviews	Interviews	Interviews

[JC 8.2] Turkey is already funding the lion share of SuTP student scholarships and will continue to do so over the next 5 years

YTB already finances 17,000 SuTP students with Turkish state funding in addition to the 1155 students financed by EU and DAFI funds. It will fund the unfinished cycles from UNHCR scholarships that remain unfunded.

The Turkish government is closing Syrian Temporary Education Centres in Turkey in order to bring SuTP youth in Turkish schools and facilitate integration towards Turkish Higher education.

[Ind. 8.2.1] YÖK, YTB, MoHE and the public and private universities are jointly implementing a government policy of integration of SuTP students. Of the total number SuTP students in a higher education scholarship programme, YTB finances 93% and EUTF and DAFI jointly finance only 7%.

EU ADDED VALUE

EQ 9 EU ADDED VALUE	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?		
Judgement criterion 9.1.	Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.		
Indicator 9.1.1.	Degree of awareness and sense of opportunity amongst students in focus groups		
Data sources	Students		
Method	Ref focus groups EQ1		

EQ 9: UNHCR are hampered in raising visibility and awareness to students with scholarships channelled through YTB, and SPARK reports efforts made during orientation sessions.

SPARK reports delays in the recruitment of a communication officer. Meanwhile SPARK states that students have been informed during orientation sessions late March 2018 that their scholarship is funded by the EU. As not all have attended the orientation sessions SPARK intends to increase its focus on donor visibility to awarded students as soon as the communication officer has been recruited.

[JC 9.1] Target groups are aware the opportunities that scholarships provide and the perspectives it offers, but not make a strong connection between the EUTF implementing partners and EU funding.

[Ind. 9.1.1] There is a high degree of awareness and sense of opportunity amongst students in focus groups

Awareness of the opportunities that the scholarships provide



Focus group students are aware of the opportunities the scholarships bring. They mentioned happiness with their study environment and reported a great sense of opportunity in better understanding the world. They see their prospects greatly improved by learning a profession that will help in the rebuilding of Syria and that may give them opportunities to develop a career internationally.

The students greatly appreciate the personal development and creativity their study environment offers and mentioned to feel safe in a friendly and collaborative academic environment where they are also developing friendships.

On the downside students reported that they found their studies to be overly theoretical and based on rote learning and lack of practical experience or dialogue. Hard study pays off only partially as results are always lower than those of the Turkish students because of language problems. Long distances between home and the university or in some cases separation from family to another part of the country in order to be able to take up the scholarship. Difficult integration in Turkish society and facing some negative views about Syrians which trickle through in the classroom with some professors. Student find compulsory attendance at University courses difficult to square with providing for their livelihoods and that of their families. In some cases the result levels of the secondary certificate were recalibrated to a lower rate, closing doors on preferred field of study.

Awareness of EU funding

During the focus group we showed the EU flag and the logos of the implementing partners and programmes one by one and asked students to describe their understanding of and feelings towards these symbols.

Upon seeing the EU flag students associated it with the European Union as a union of developed countries with a common cause and strength, and as an example of communication, connectivity, and benefit that belongs to everyone in an integrated way. Others mentioned family members in Europe and associated the flag with peace and independence.

In the focus group for Turkey students described HOPES as an organization supports Syrian students in higher education and helps them completing their higher studies. One student specifically states that HOPES provides EU Scholarships for Syrian Students in Turkey through YTB. Others mention the British Council and language courses and the great opportunities knowledge of the English language brings.

SPARK was described as a European organization that supports students in wars and disasters, helps to realise their higher education ambition through scholarships in universities in Southern Turkey, and one student specifically states that SPARK stands by her and supports her study.

UNHCR was described as an organization that supports people affected by wars and disasters and offers protection and basic goods and conditions, some specified that it was especially helping refugees, and saw it as part of the European Union. Others understood it as part of the United Nations and related it to the DAFI scholarships. Others saw it as part of UNICEF helping in education but with limited capabilities. One student who had worked with UNHCR in the past saw it as the most important helping the Syrians in all respects.



These reactions show that students have some awareness of what the EU stands for and of the mission of implementation partners, while still having a fairly limited understanding of their source of funding. Part of the explanation is the UNHCR and HOPES channelling of scholarships through YTB which provides students with the impression that they are YTB funded. However, the fact that students supported through SPARK with direct regular contact should have a better understanding of the EU funding link was not apparent from their reactions.

Indicator 9.1.2.	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.		
Data sources	Websites, brochures, social media		
Method	Desk review		

[Ind. 9.1.2] The EU logo is prominent on university communications related to the EUTF programmes and on EUTF programmes' communication itself. YTB does not promote the EU logo prominently.

UNHCR identity and branding overshadow EU visibility, which is exacerbated by channelling the scholarship through YTB. While the HOPES programme also suffers reduced EU visibility through YTB channelling, the programme has visibility leverage through regional EU branding by Campus France of all its communication materials and digital pages and applications. As an international NGO in its own right, SPARK has a strong incentive to brand itself at par with the EU logo on all its communication materials and digital pages and applications. Universities promote EU funding with the EU logo.

EQ 10 EU ADDED VALUE	What types of EU added value can be distinguished and at what levels do they have a significant effect?		
Judgement criterion 10.1.	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.		
Indicator 10.1.1.	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region.		
Data sources	Steering committee minutes of meetings and HE conferences	<ul style="list-style-type: none"> National HE authorities Management of universities 	
Method	Desk review	Interviews	

EQ 10:

[JC 10.1] While the potential coherence and integration of the various EU financing instruments is not yet being realised in Turkey the evaluation as a whole shows the positive effects of the EUTF intervention. These positive effects lack critical mass because the size of the response compared to the demand and compared to the investment made by the Turkish authorities is only marginal.

EUTF is coordinated under the FRIT and as it is perceived as a more flexible and faster financing instrument, the EUTF receives additional funds not executed under other EU financing instruments such as from IPA, which is facing increasing implementation difficulties in a changing political context. However, at EUD level all EU funding instruments are not being comprehensively integrated towards state authorities to gain more negotiation leverage and toward the student to package support effectively towards improving long term pathways.

While EUTF investment in higher education is significantly changing lives for the better, the size of the response compared to the demand and compared to the investment made by the Turkish authorities is only marginal. Of the total of SuTP student with scholarships in Turkey the EUTF only funds about 6% while the remaining 94% is funded by YTB. In addition, data obtained from the programmes shows that the unfulfilled potential demand is represented by a volume of 10 applicants for each scholarship awarded of which half would generally be eligible to participate in the selection process.

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[Ind. 10.1.1] The EUTF regional approach has increased the awareness of the Turkish authorities with respect to the regional response to the Syrian refugee crisis.

As the higher education system in Turkey is aligned with the Bologna process and internationally accredited it compares favourably with the other countries in the region and suffers therefore no problems of recognition of degrees and transferability of credits. In order to solve problems of recognition of SUTP educational certification the authorities responded with providing the YOS test to enable SUTP students to access Turkish higher education institutions without documentation. Turkish authorities have not mentioned steps towards regional initiatives of their own. However, YÖK and YTB representatives found the EUTF regional coordination meetings very useful to build their awareness of regional activities in response to the Syrian Refugee crisis.

Judgement criterion 10.2.	The EU programmes have created a regional HE response to the Syrian refugee crisis.		
Indicator 10.2.1.	No. of regional level meetings sponsored by the EU.		
Data sources	EU reports		
Method	Desk review		

[JC 10.2] The EU programmes have created a low volume regional Higher Education response to the Syrian refugee crisis spreading resources thin and lacking the critical mass required to significantly address the volume of demand.

The EUTF has created a low volume regional response to the Syrian crisis spreading resources thinly over five countries. This EU presence is however not insignificant, as it does function as a catalyser for mobilising awareness and further action. However, compared to demand the volumes are marginal.

[Ind. 10.2.1] Two regional level meetings have been sponsored by the EUTF through the HOPES programme.

Indicator 10.2.2.	Frequency of national media reports on EU HE initiatives.		
Data sources	National media		
Method	Desk review		

[Ind. 10.2.2] Frequency of national media reports on EUTF itself or one of its programmes is about quarterly.

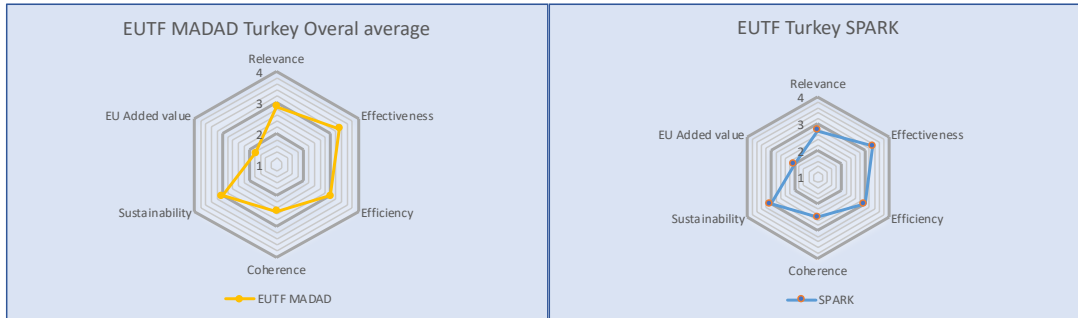
From media reports monitoring records at the EUD we conclude that the EUTF was mentioned with a frequency of once in six months with coverage in the regional, national, and local press in Turkey. It is not clear in how far these mentions concern the EUTF higher education action or other EUTF actions instead. SPARK is mentioned almost every 3 months in the national press with higher frequency in the local press, but it is not clear whether it is EUTF related. UNHCR is mentioned several times each month but there is no clear distinction whether it concerned EUTF higher education or not. The HOPES programme was not mentioned at all in the period covered by the EUD records.



2018		Month								Grand Total
keyword	Type of media	1	2	3	4	5	6	7	8	
AB GÜVEN FONU/EU TRUST FUND	Regional			1						1
	National			1						1
	Local			4	1					5
EU TRUST FUND Total				6	1					7
SPARK	National		1		2	1				4
	Local		24			2	5	9		40
SPARK Total			25		2	3	5	9		44
UNHCR	Regional	17	5	12	6	12	21	5		78
	Sectorial			4			1	2	1	8
	National	83	46	49	67	37	132	62	14	490
	Local	64	62	79	45	34	147	151	11	593
UNHCR Total		164	113	144	118	83	301	220	26	1169
HOPES Total		0	0	0	0	0	0	0	0	0
Grand Total		164	138	150	121	86	306	229	26	1220



6. Score cards for Turkey



	EUTF SCORECARD TURKEY	PRG			Descriptors				Comments
		HOPEs	SPARK	UNHCR	4	3	2	1	
EQ 1 REL	To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?	3.00	3.11	3.00					
JC 1.1	The needs of Young Syrians have adequately been defined by the programmes	3.00	3.00	3.00					
In 1.1.1	Comparison of needs as defined by the programmes and those expressed by focus group respondents	3.00	3.00	3.00	All important needs are covered	Most important needs are covered	Important needs are not covered	Lack of alignment	
JC 1.2	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and career development	3.00	3.00	3.00					
In 1.2.1	The degree to which students in focus groups expressed an improvement of their perspectives and prospects through the programme	3.00	3.00	3.00	Significant personal and labour market perspectives	Significant personal development and further study perspectives	Personal development	no difference	Financial security until graduation
JC 1.3	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality	3.00	3.33	3.00					
In 1.3.1	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes	2.00	3.00	2.00	Monitoring framework captures all key information	Monitoring Framework captures partially	Ad hoc gathering of information	No monitoring	SPARK has a labour market matrix. HOPEs and UNHCR follow ISKUR only
In 1.3.2	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students	4.00	4.00	4.00	A transparent mechanism aligns best quality to relevant competence	The mechanism allows students to judge and choose	Based on professional judgement by PRG management	No mechanism	HOPEs and UNHCR through YTB. SPARK through YOK
In 1.3.3	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching	3.00	3.00	3.00	Consistent provision of the full package	Consistent provision of partial package	On call services and support	inadequate support	UNHCR and HOPEs rely on YTB. SPARK has direct contact with students
EQ 2: REL	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?	3.00	2.38	2.75					
JC 2.1	The age brackets defined in the programmes are appropriate	4.00	2.00	3.00					
In 2.1.1	# of accepted students by age / # of applications by age	4.00	2.00	3.00	Vulnerability GPA Age bracket	GPA Vulnerability Age bracket	Age bracket Vulnerability GPA	Age bracket GPA Vulnerability	SPARK has a very strict age bracket and is selection. UNHCR and HOPEs select with YTB with more flexible age brackets. HEEAP accepts 32+
JC 2.2	Targeting and selection criteria that sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.	3.00	2.50	3.00					
In 2.2.1	List of barriers effectively eliminated by the EUTF programmes	3.00	3.00	3.00	All identified barriers eliminated and new ones addressed	Most important barriers are eliminated and new ones addressed	Important barriers are still in place	Lack of alignment	Proactive policy of Turkish government
In 2.2.2	# of students accepted that do not fully fall within the set criteria	3.00	2.00	3.00	Outreach and application process is inclusive	Limited outreach coverage with inclusive application process	limited outreach and restricted application process	exclusive outreach and application process	SPARK is very strict with eligibility criteria The CFP component itself can provide for inclusion of particularly vulnerable students and students who do not fall within the set criteria.
JC 2.3	The EUTF programmes have adequate measures in place to reduce drop-out rates.	4.00	4.00	4.00					
In 2.3.1	Average dropout rates by EUTF programme (intake 1 across levels)	4.00	4.00	4.00	Less than 10%	10- 20%	21- 30%	30%+	
JC 2.4	EUTF programme records and external sources show that access is being given to local vulnerable youth	1.00	1.00	1.00					
In 2.4.1	% of students accepted compared to demand for each target group	1.00	1.00	1.00	31-40%	21-30%	10-20%	Less than 10%	ratio applications to available scholarships is less than 5% demand is expressed as # of applications, which may penalise good communication strategies
In 2.4.2	EUTF programmes have verifiable vulnerability criteria for screening local youth	0.00	0.00	0.00	From official reliable verification mechanism	From documents plus other secondary source	Selfdeclared with own verification	From self declared	Remains unrated as not relevant in Turkey until now. Top up SPARK will include local but has no selection strategy yet



	EUTF SCORECARD TURKEY	PRG			Descriptors				Comments
		HOPES	SPARK	UNHCR	4	3	2	1	
EQ 3: EFFECT	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?	3.00	3.33	3.67					
JC 3.1	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context	2.00	4.00	4.00					
In 3.1.1	% achievement according to EUTF programme progress and result indicators	2.00	4.00	4.00	Timely achievement of all indicators	Timely achievement of most important indicators	Delayed achievement of most important indicators	Limited achievement of most important indicators	HOPES suffers from low achievement in HEEAP and Counselling components
JC 3.2	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.	4.00	3.00	4.00					
In 3.2.1	# barrier-eliminating waivers/agreements achieved / # of barriers added.	4.00	3.00	4.00	State and PRG work closely together to obtain a comprehensive package of official waivers and elimination of barriers	PRG negotiates state waivers and eliminates barriers where possible	PRG has no influence on the state and finds ways to alleviate barriers	State is adding barriers and PRG struggle to adapt	Turkey has waived almost all barriers and substituted with admission and placement tests.
JC 3.3	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon	3.00	3.00	3.00					
In 3.3.1	Impact monitoring documentation exists in the EUTF programmes y/n	2.00	2.00	2.00	Impact monitoring framework captures all key information	Impact monitoring framework captures information partially	Ad hoc gathering of impact information	No impact monitoring	
In 3.3.2	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.	4.00	4.00	4.00	Timely responses initiated by stakeholders and beneficiaries	Delayed responses emerge from stakeholders and beneficiaries	PRG has to prompt stakeholders and beneficiaries to respond	PRG has to solve secondary effects or leave them unaddressed	HOPES/CFP generates stakeholder initiatives. UNHCR enjoys CFR support from Turkey and SPARK is close to University and students and triggered Academic PRG in Arabic
EQ 4: EFFECT	To what extent are regionally managed programmes more effective or not than nationally managed programmes?	0.00	0.00	0.00					
JC 4.1	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered	0.00	0.00	0.00					
In 4.1.1	Comparative scores of each option	0.00	0.00	0.00					This question cannot be rated in the scorecard sub scorecard?
EQ 5: EFFIC	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?	3.00	3.00	3.00					
JC 5.1	The review of the different approaches and modalities[1] inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.	3.00	3.00	3.00					
In 5.1.1	Comparative per student cost for comparable service levels	3.00	3.00	3.00	Cost efficient while offering additional advantages for beneficiaries	Cost efficient without significant disadvantages for beneficiaries	Cost efficient with significant disadvantages for beneficiaries	Less cost efficient without significant advantages for beneficiaries	UNHCR and HOPES work through YTB and make savings on budgeted rates. SPARK also makes savings
EQ 6: COH	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?	3.00	3.00	3.00					
JC 6.1	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria	3.00	3.00	3.00					
In 6.1.1	Degree of overlaps and gaps in the mapping	3.00	3.00	3.00	Intended high complementary without gaps or duplication	Coordinated self optimisation with some gaps or duplication	Uncoordinated parallel self optimisation with some gaps or duplication	Important gaps and duplication	There is coherence by design and duplication avoided through state systems. No coordination HEEAP with scholarships. Bridge bachelor to master?
EQ 7: COH	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus, DCI) and have these been taken into account?	2.50	2.50	2.50					
JC 7.1	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes	3.00	3.00	3.00					
In 7.1.1	Degree of overlaps and gaps in mapping	3.00	3.00	3.00	Intended high complementary without gaps or duplication	Coordinated self optimisation with some gaps or duplication	Uncoordinated parallel self optimisation with some gaps or duplication	Important gaps and duplication	There is coherence by design and duplication avoided through state systems
JC 7.2	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives	2.00	2.00	2.00					
In 7.2.1	Existence of joint or complementary initiatives	2.00	2.00	2.00	A comprehensive framework of joint initiatives produces synergies	Coordination efforts produce some joint initiatives	Coordination produces information exchange	No coordination	



EUTF SCORECARD TURKEY		PRG			Descriptors				Comments
		HOPES	SPARK	UNHCR	4	3	2	1	
EQ 8: SUS	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?	3.00	3.00	3.00					
JC 8.1	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.	2.00	2.00	2.00					
In 8.1.1	Possible scenarios shape the programme design (y/n)	2.00	2.00	2.00	PRG design is aligned to creating multiple perspectives for different possible scenarios	PRG design mainly geared towards job perspectives in the current environment or return to Syria	PRG designs mainly geared to high levels of access to HE and output of graduates with relevant competencies	PRG designs mainly geared to high levels of access to HE and output of graduates	Mainly return-rebuild or integrate in the host country labour market scenarios. SPARK adds connection with gulf states, presence in Syria and network building of SPARK alumni. UNHCR has the three durable solutions umbrella policy
JC 8.2	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years	4.00	4.00	4.00					
In 8.2.1	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments	4.00	4.00	4.00	Host country funding in place or PRG activities generate complementary funding and actions from host nation	PRG activities generate request for inclusion of host country vulnerable youth and facilitating action for SR	PRG activities generate reluctance and requests for inclusion of host country vulnerable youth	PRG activities generate obstruction from host country government	Proactive Turkish policy and funding
EQ 9: ADV	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?	2.50	2.00	1.50					
JC 9.1	Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.	2.50	2.00	1.50					
In 9.1.1	Degree of awareness and sense of opportunity amongst students in focus groups	2.00	2.00	2.00	Strong sense of opportunity with strong associated EU awareness	Strong sense of opportunity with moderate associated EU awareness	Strong sense of opportunity with little associated EU awareness	Weak sense of opportunity with little associated EU awareness	While SPARK has the opportunity to brand itself in direct contact with te students and universities and the EU by association this was not visible in the focus group.. UNHCR and HOPES are embedded in YTB without much EU visibility
In 9.1.2	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.	3.00	2.00	1.00	Highly dominant	Highly visible among implementor branding	Visible at par with implementor branding	Overshadowed by implementor branding	HOPES and UNHCR scholarship programmes are seen as YTB. HOPES has a full EU visibility and communication campaign through the Campus France component
EQ 10: ADV	What types of EU added value can be distinguished and at what levels do they have a significant effect?	1.50	2.00	1.75					
JC 10.1	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.	2.00	2.00	2.00					
In 10.1.1	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region	2.00	2.00	2.00	Increased awareness triggers national and regional initiatives	Increased awareness generates national and regional consultations	Some growing awareness without action	No increased awareness	Turkey is strongly l]nked with the Bologna process and adheres to its requirements.
JC 10.2	The EU programmes have created a regional HE response to the Syrian refugee crisis.	1.00	2.00	1.50					
In 10.2.1	No. of regional level meetings sponsored by the EU.	1.00	1.00	1.00	More than 5	More than 3	two	one	
In 10.2.2	Frequency of national media reports on EU HE initiatives	1.00	3.00	2.00	Monthly mentions	Quarterly mentions	Six monthly	Annual	No records available to clearly state differences between programmes except for SPARK and EUTF and UNHCR in general



Annex A5 – Evaluation Details - Jordan

1. Socio economic context of the country and the outlook for the near future

Jordan is situated in the eye of regional storms and wars. For the last 30 years, wars and violence ravaged neighbouring countries⁴⁵ and Jordan managed to peacefully navigate these very tumultuous times, thanks to a firm and enlightened royal leadership, and a canny management of international alliances.

Jordan's economy is structurally fragile. The country has little natural resources, with very scarce water, deserts that spread across a large part of its territory and an almost landlocked geography⁴⁶. Its demography is booming⁴⁷, youth unemployment is high⁴⁸ and female labour force participation is low and further decreased in the last 5 years⁴⁹. Very few Jordanian industries are regional leaders, most operate on low-end sectors, thus offering mainly low skilled jobs. Most academic and vocational institutions provide mediocre education of little employment value. Graduates often seek civil servant careers although these jobs tend to be underpaid and unrewarding, with some exception, including, notably, in the security apparatus. With the strong support of international donors, the Government invests heavily in promoting entrepreneurship and industries in Jordan, mainly through the creation Special Economic Zones. Since 2016, Jordan conducts an innovative scheme to facilitate the employment of Syrian refugees in these Zones, with the support of the European Union.

Since the beginning of the Syria crisis, Jordan's economy has continued to suffer from detrimental regional dynamics, some unrelated to Syria. These include the regional insecurity and its impact on tourism and foreign investments; the collapse of the Syrian economy, the strong contraction of economic activity in neighbouring Iraq; the closure of commercial routes through Syria; the feud between Qatar and the rest of Gulf countries; and the influx of Syrian refugees in Jordan.

As a result, Jordan's economy has been verging closer to the brink. All economic indicators⁵⁰ are blinking red. GDP growth halved since before the Syria crisis and is slowing down further every year, close to two per cent in 2017. Unemployment rate jumped from 12.5 per cent in 2010 to 18.5 per cent in 2017. Foreign grants, a major source of revenue to Jordan's national budget, dropped by 31 per cent since 2011. Jordanian public debt has doubled since the beginning of the Syria crisis, and the current debt-to-GDP ratio is 95 per cent.

⁴⁵ The following crisis had significant socio-economic consequences on Jordan: Kuwait-Iraq war (1990), Desert Storm (1991) Second intifada (2000) Iraq war (2003) Syria crisis (2011)

⁴⁶ Aqaba is Jordan's sole coast line and it is 12 km long.

⁴⁷ Jordan's population increased by nearly 87 per cent over a decade, with the number of the capital's residents more than doubling – Jordan Times, 22 February 2016
"Population grew by 87% over a decade – census"

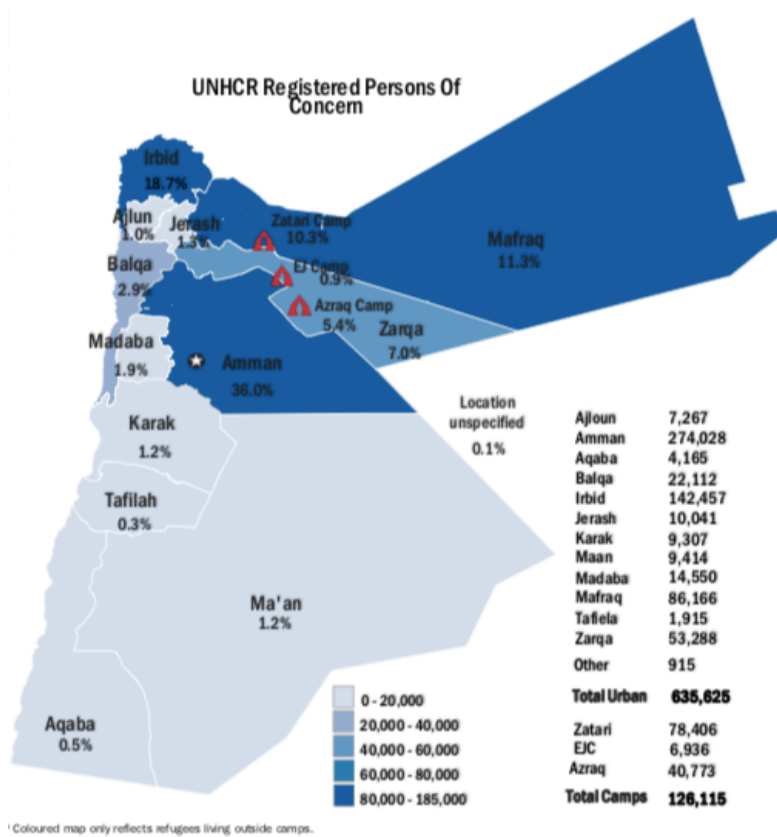
⁴⁸ Close to 40% in 2017, according to ILO figures.

⁴⁹ 13,96% in 2017 down from 15,2% in 2010, Source www.TheGlobalEconomy.com

⁵⁰ Government of Jordan, Department of Statistics, 2017



2. The situation of Syrian refugees



Jordan progressively tightened its border with Syria as of 2013 until it completely closed it to Syrian refugees, following a suicide-bomb attack at its north-eastern border in Rukban, on 21 June 2016⁵¹.

Jordan hosts approximately 1.3 million Syrians⁵². As at October 2018, 672,578 refugees were registered by UNHCR⁵³, with approximately 125,944 living in camps⁵⁴. The remaining have settled in urban and rural areas, primarily in northern governorates and in Amman. According to UNDP⁵⁵, the poverty rate for Jordanians is estimated to be 14.4 per cent. According to UNCHR⁵⁶ an estimated 90 per cent of Syrian refugees in Jordan are below the poverty line.

Jordanian authorities require Syrians to register with the Ministry of Interior and UNHCR. They are issued a biometric service card and, if they live in a formal camp, a 'Proof of registration'. If they reside in host communities, they are given an 'Asylum seeker certificate'. Registration in Jordan is burdensome⁵⁷ ⁵⁸. Refugees who wish to move from a formal camp into the host communities are

⁵¹ This decision left 40,000 to 50,000 Syrian refugees stranded in the no man's land, in horrendous conditions and virtually no access to humanitarian aid, in 'the berm' between Jordan and Syria.

⁵² According to Jordanian authorities.

⁵³ Source: UNHCR webpage: <https://data2.unhcr.org/en/situations/syria/location/36>

⁵⁴ Source: UNHCR webpage: <https://data2.unhcr.org/en/documents/download/65093>

⁵⁵ UNDP about Jordan webpage

⁵⁶ UNHCR, 2016, "UNHCR and partners warn in Syria report of growing poverty, refugee needs."

⁵⁷ Required documents are mainly, a health certificate from the Ministry of Health (cost 5 JOD) and a confirmation of residence by landlord or a proof of place of residency issued by UNHCR).

⁵⁸ NGOs working to support Syrian refugees estimate that, in March 2018, approximately 110,000 Syrian refugees had not yet completed or were unable to meet the requirements to update their government registration.



required to file an official request known as the "bailout", for which they need a Jordanian sponsor. This system was suspended early 2015, effectively ending any legal possibilities for Syrian refugees to leave the formal camps, outside family reunification or acute humanitarian situations, both processed on case by case basis by Jordanian authorities.

3. Access to the labour market

As at July 2018, about 108,600 work permits had been issued to Syrian refugees, four per cent of which to women.⁵⁹ Local NGOs estimate that 40,000 Syrian refugees have valid work permits at the time of writing. Syrian refugees' work is regulated by Jordanian Labour Law as it applies to migrant workers. They can work in the occupations open to foreigners, but are barred from entering certain sectors such as health, teaching, engineering and technical professions.

In 2016, under the Jordan Compact⁶⁰, Jordan committed to issuing up to 200,000 work permits to Syrian refugees over a three-year period in exchange for trade concessions by the European Union. Over 10 years, the compact will apply to 52 product groups manufactured in Special Economic Zones, provided that producers employ 15 per cent of Syrian refugees, rising to 25 per cent after three years. A significant shortcoming of the Jordan Compact seems to be its focus on low-skilled jobs.

Despite the above, access of Syrian refugees to labour market remains marred with an abuse-prone sponsor system, red tape and a prevailing opposition by Jordan public opinion, who fears Syrian refugees will take the jobs of locals. Furthermore, lack of information, the inability to find a sponsoring employer (or resistance to being tied to a single employer), legal restriction on certain professions, fear of losing cash transfers or assistance, and the perception that having a permit will mean losing the right to resettlement⁶¹ are all factors hindering the obtainment of permits.

Women face additional constraints, which explain the even lower number of Syrian women in Jordan's paid workforce, estimated at between 6-7 per cent. In comparison, 17 per cent of Syrian refugee women had worked previously in Syria⁶².

The particular constraints face by women include limited mobility, disproportionate responsibility for unpaid care and domestic work, and a lack of opportunities deemed suitable for them in the face of restrictive socio-cultural norms and associated occupational segregation. However, most women – around six in ten – report wanting to work⁶³. An ODI report found that the women interviewed expressed a clear preference to work from home to remain close to their families and overcome gendered harassment and discrimination⁶⁴.

The same report found that while most Syrian refugees work in lower-skill sectors such as hospitality, agriculture or manufacturing, there was a high but unfulfilled desire for placements with NGOs or

⁵⁹ Economic inclusion of Syrian Refugees – Jordan, July 2018, UNHCR webpage: <https://data2.unhcr.org/en/documents/details/65090>, accessed on 1 August 2018

⁶⁰ The Jordan Compact: A New Holistic Approach between the Hashemite Kingdom of Jordan and the International Community to deal with the Syrian Refugee Crisis, A policy document adopted by Jordan and main donors in London, February 2016.

⁶¹ ODI (September 2017) Syrian women refugees in Jordan, Opportunity in the gig economy?

⁶² UN Women (2017) Women Working: Jordanian And Syrian Refugee Women's Labour Force Participation and Attitudes Towards Employment. Amman: UN Women and REACH. (<http://jordan.unwomen.org/en/digital-library/publications/2017/3/jordanian-and-syrian-refugee-womens-labour-force-participation-and-attitudes-towards-employment>)

⁶³ *ibid*

⁶⁴ ODI (September 2017) Syrian women refugees in Jordan, Opportunity in the gig economy?



community-based organisations⁶⁵. Tight restrictions on the freedom for refugees to form any type of association hinders the creation of collective economic activities and keeps any kind of home-based or self-employed work piecemeal and disconnected.

There is no clear legal path for Syrian refugees to start their own business. One of the main requirements is that they should have a Jordanian partner. OXFAM documented⁶⁶ harassment and intimidation of Syrian entrepreneurs by Jordanian citizens, public officials, customers, landlords, business partners and competitors⁶⁷. Syrian women cannot legally register businesses, not even home-based ones⁶⁸.

4. Access to Higher Education

There are no legal impediments to the access of Syrian refugees to Higher Education. However, at the practical level, Syrian refugees face major hurdles to enrol and succeed in universities in Jordan.

More than 65 per cent of Syrian children drop out from schools⁶⁹. In secondary schools the drop-out rate is reportedly even higher. Documentation proving academic level is a first challenge. Almost half of the families with out-of-school children quoted administrative issues, including lack of identity documents) as a barrier to schooling⁷⁰. Precise data on access to tertiary education has been difficult to capture but is reported to stand at about 8 per cent in Jordan, compared to the 20 per cent pre-crisis rate in Syria.

In February 2016, the Ministry of Higher Education issued a policy requiring all students to provide authentic documentations before enrolment. This hindered informal adjustments that universities had found earlier, such as using placement test for Syrian refugees when documentation was unavailable. In addition, the financial situation of the vast majority of Syrian refugees does not allow them to pay for high education costs, even when a scholarship is available, additional costs such as stationary, books and transportation remain prohibitive. The opportunity cost of high education is also too high. Families cannot afford youth not to work.

Youth who manage to graduate from schools lack the needed guidance to decide what to study, how to prepare for being accepted to university, where to find support in the preparation and application process, and how to secure funding for university studies. While resources are available in all these areas, young Syrians struggle finding and accessing scattered and fragmented support services.

Jordan has a developed higher education system with a total of 31 recognized high education institutions, 12 public and 19 privates and 41 community colleges. The same legal framework governs all Jordanian universities⁷¹.

Overall, Jordanian universities rank in the second quarter in regional comparisons. Generally, public universities are considered to be of better quality than private ones, with a few exceptions. All

⁶⁵ *ibid*

⁶⁶ OXFAM (December 2017), *Balancing the books*, Joint inter-agency briefing note,

⁶⁷ This is compounded by the fact that Syrian refugees cannot easily open bank accounts

⁶⁸ Jordan INGO Forum (January 2018), *Syrian refugees in Jordan, A protection overview*

⁶⁹ UNICEF (2017) *Running on Empty II: A longitudinal welfare study of Syrian refugee children residing in Jordan's host communities*

⁷⁰ KidsRights (2018) *The Widening Education Gap for Syrian Refugee Children*

⁷¹ "Law of Higher Education No. (23)" and "The Jordanian Universities Law No. (20)" issued in 2009



Jordanian universities are all aligned with the Bologna process and some are part of some Erasmus programmes. Jordanian universities, especially public ones, are very active strengthening and expanding their international network of partners. Syrians refugees are allowed to teach but cannot hold teaching positions above teacher assistants.

A little over sixty-six percent of school students passed the national *Tawjihi*⁷² (General Secondary Education Certificate Examination) in 2018 (February session). The certificate is required to legally to apply to a higher education institution. In general, the *Tawjihi* is not easy to afford. The price is even more pronounced for Syrian families, who often need to allocate additional funds in preparation for the exam's English section alone.

Tuitions of public and private universities are very high compared to Jordanian income. On average, a tuition in public universities is between 15,000 – 20,000 JOD⁷³ per year, which amounts to more than two years of the average Jordanian salary. In general, private universities are slightly cheaper and can offer discounts. For international students, fees are two to three times higher than for Jordanian students. Jordan has also introduced a parallel programme, through which students who do not meet the qualifications for higher education can still enrol by paying a higher tuition fee.

The government funds around 35,000 scholarships for Jordanian students, every year, with, on average 47,000 applications. Selection is based on social vulnerability, *Tawjihi* results and less transparent criteria linked to the delicate balance of power between the different constituencies of the Jordanian society⁷⁴. Syrian refugees are not eligible for Jordanian government scholarships.

The higher education budget has been consistently under pressure in the last years, due to overall budgetary reductions. The Government maintains the same number of scholarships, despite budget cuts. It is the value of scholarships that decreases, thus, shifting an increasingly heavier financial burden on families.

Overall, Jordanian universities are able and willing to enrol more Syrian refugees. However, prospective Syrian students face daunting challenges, as described above.

⁷² 50% pass rate for 2017 and 66,1 percent for 2018

⁷³ 18.000 to 24.000 Euros

⁷⁴ A special attention is usually displayed towards rural "tribal" groups and ethnic and religious minorities such as Christians, Circassians, etc.



5. Responses to the evaluation framework

Relevance

EQ 1 RELEVANCE			
To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?			
Judgement criterion 1.1.	The needs of young Syrian refugees have adequately been defined by the programmes.		
Indicator 1.1.1.	Comparison of needs as defined by the programmes and those expressed by focus group respondents.		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Analyses of HE in the region and programme descriptions and analyses	Programme coordinators
Method	Focus groups	Desk review	Interviews

EQ1 Both HOPES and GJU are responding to the most important needs to accessing HE and somewhat increasing the perspectives of youth refugees from Syria who are granted scholarships. Due to severe restrictions imposed on Syrian refugees in terms of access to the labour market, the extent to which the programme increase employment (and therefore livelihoods) perspectives remains low.

[JC. 1.1] HOPES and GJU have adequately defined the most important needs in terms of access to HE, and are proactive in addressing evolving needs.

Both programmes undertook adequate research in designing their programmes and defined most the needs of refugees from Syria. GJU's Edu-Syria II project builds on a first phase (Edu-Syria I) and other EU-funded projects targeting refugees from Syria. As such, it had already gathered a good amount of knowledge of the needs and constraints facing refugees in accessing higher education. It has the advantage of being a national university, with a good knowledge of the context, in general, and of the Jordanian higher education environment in particular.

DAAD, as the lead organisation for HOPES, is a relatively newer actor in Jordan, albeit with a longstanding experience in managing scholarships throughout the world. It benefits from the experience of its partners, notably the British Council, which has been present in Jordan for some 65 years. In addition, the "Stakeholder Dialogue and Networks and Information Tools" work package provides an opportunity to collect and disseminate information on evolving needs, and to share information with a wide range of stakeholders involved in HE.

General needs have been adequately defined by both project partners, as shown in the project documents and during the interviews. However, research into the more specific needs of particular groups (e.g. women, youth living in single-headed households) are lacking, as are the needs for guidance and counselling already at secondary school level and for labour market integration opportunities.

Although English has been defined as an essential requirement by all stakeholders, the response to the need has by and large been insufficient, even in the case of the HOPES programme. In this regard, the British Council is not using its expertise in English-language teaching to its full potential.

Responses during the focus group discussions found that the English language courses were insufficient in terms of time. Students further stated that lack of English was one of the main reasons they were facing difficulties in their studies, and one of the potential barriers for other young Syrians wishing to study. This was further confirmed by British Council representatives, who stated that the



course, as it is currently offered, does not take into account the level at which the student starts, the level required for studying a particular degree programme, nor does it provide opportunities for accessing further classes should the 100 hours prove insufficient. All stakeholders interviewed agreed that English was an essential component which needed to be strengthened.

Both organisations based their programmes mostly on the assumption that there will be a return, albeit without a certainty as to when. Yet, the average length of time that refugees spend in camps is 17 years⁷⁵ and may be longer when they are living in host communities. While there are a number of caveats linked to this average⁷⁶, the premise upon which all of the HE Madad projects were based should therefore have included more than one scenario. Considering the protracted nature of the conflict, the next phase should consider different scenarios and the programmes should be build taking these into account.

The evaluation also found that there was a general lack of orientation already at secondary school. Students in their final year(s) of secondary are not provided with counselling with regards to HE opportunities or future career choices. Both HOPES and GJU stated they do provide counselling to scholarship applicants, but prior outreach is either limited or not undertaken at all.

Last but by no means least, links with the labour market are few and far between. Syrian refugees are faced with limited job perspectives in Jordan and a limited perspective of returning to Syria in a near future.

[Ind. 1.1.1] There are some differences between the responses of focus group participants and the needs defined by the programmes, although the main needs have been considered by both programmes.

The table below compares the needs defined by GJU and HOPES in the project documents, and the focus group participants.

Responses from focus group participants	GJU	HOPES
<ul style="list-style-type: none"> Financial factors: high tuition fees, lack of means to pay for insurance, books and supplies, accommodation, transportation and other living expenses. 	<ul style="list-style-type: none"> Significant tuition fees 	<ul style="list-style-type: none"> High tuition and living expenses
<ul style="list-style-type: none"> Lack of required / original documentation (residence, equivalence certificate) 	<ul style="list-style-type: none"> Legal requirements from universities 	<ul style="list-style-type: none"> Limited recognition of qualifications and incomplete documentation of former learning achievements.
<ul style="list-style-type: none"> Language (English requirement) 	<ul style="list-style-type: none"> Language (English requirement) 	<ul style="list-style-type: none"> Limited language skills to attend and complete higher education courses in host countries.

⁷⁵ UNHCR 2004 internal report

⁷⁶ Refer to <http://blogs.worldbank.org/dev4peace/how-many-years-do-refugees-stay-exile>, for more details



• Lack of information, advice and orientation; including lack of knowledge about scholarships		
		• Lack of knowledge / familiarity with the host country education system, impeding chances of finding appropriate education opportunities.
	• Leave permits to travel from refugee camps	
		• Limited capacity to provide refugees and other vulnerable groups with academic study and other learning opportunities
		• Limited availability of places
• Stability		
• Lack of soft skills		
• Academic pressure and packed curriculum		
• Lack of internships during studies		
• Lack of perspectives after finishing a degree (job opportunities, funding to continue studying)		

Judgement criterion 1.2.	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and their capacity for career development.		
Indicator 1.2.1.	Comparison of % of young Syrians in the programme with positive perspectives and Syrians not in the programme (studying / not studying).		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Existing surveys	Research
Method	Focus groups	Desk review	Developing scenarios

[JC1.2] Focus group students indicated that the EUTF Programmes had improved their perspectives for entry into HE and some personal development components but were highly sceptical about how well the programmes are able to address employment perspectives.

No interviews were possible with Syrian youth not in the programmes and the focus groups only included students currently receiving GJU or HOPES scholarships. The focus group participants (all of whom are receiving scholarships) all stated that their perspectives had improved. However, during the discussion and in their responses to the questionnaire, perspectives seem to have improved (and hope increased) mainly to continue studying, either at PhD level (for those undertaking their Masters) or at MA level (for those undertaking a Bachelor). Indeed, 16 of the 18 participants stated they wanted to continue studying. This may be due to the locked labour market in Jordan, which is currently providing very few employment perspectives, especially for university graduates who would rather work in an area linked to their field of study (rather than in low-paid, low-skilled areas, which are the only opportunities open to Syrian refugees in Jordan). A return situation, which could provide better job opportunities, currently seems unlikely.”



[Ind. 1.2.1] N/A

Judgement criterion 1.3.	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality.		
Indicator 1.3.1.	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes.		
Data sources	Programme monitoring documents		
Method	Desk review		

[JC1.3] Both GJU and HOPEs acknowledge the difficulties for Syrian refugees to access the labour market under current labour laws and regulations in Jordan, and have a clear picture of the situation. The extent to which they steer the scholarships towards relevant areas of study, at the appropriate level is, however, variable.

[Ind. 1.3.1] There is no regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees consistently used by the EUTF programmes, although information is collected by the programmes in a more ad hoc manner. The HOPES dialogue work package could provide such a framework, that could be of benefit to all the programmes, as was shown in the September 2017 conference.

GJU caters for undergraduate students, both TVET and Bachelor levels. Considering the constrained labour market opportunities for Syrian students, and the fact that most jobs available to them are low-skilled, GJU's partnership with Al Quds provides for training that may be better adapted for national labour market integration, although there is, for the moment, insufficient data to prove this (students are, by and large, still studying).

National policy on refugees accessing jobs in Jordan is overwhelmingly constraining (see context above). The programmes have focused on ensuring they are meeting the targets in terms of number of scholarships provided, with perhaps insufficient attention, and initiatives undertaken, in terms of what the students will do once they finish. All of the stakeholders interviewed, including the programme representatives, nevertheless stated that this was indeed a serious problem. Information gathered during the focus groups pointed to insufficient career guidance from either programmes, including their partners.

The conference organised by HOPES in September 2017 provided key information on the needs and access to the labour market across the countries of the region, and enabled the programmes implementing projects in the region to meet and discuss priorities and key issues.

Indicator 1.3.2.	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students.		
Data source	Programme documents	Programme managers & academic staff	
Method	Desk review	Interviews	

[Ind. 1.3.2] HOPES allows students to freely chose the study area and university, while GJU pre-selects universities and courses according to the negotiated best price, and offers a closed list to students.

Both programmes are providing a wide range of study choices for students. HOPES scholarship holders have the opportunity to select the Masters course and the university. This allows the candidates to make a choice without any constraint. Candidates can select three different choices, ranked by order of preference, in their application. HOPES provides counselling to ensure that the study choices are



adequate. Due to the fact that there is no national ranking of universities, the programme must rely on the knowledge of its staff members about the quality of the universities and courses.

GJU pre-selects universities and negotiates both, the fees it will pay per student and a set number of places per study area. It has been very successful in negotiating discounted prices, at the insistence of the EUD representative. During the application process, candidates can only choose one study area at one university.

The GJU team told the evaluators that visits had been undertaken to the universities with the EUD to assess the quality of the universities. The criteria used to measure quality is not known, and it seems unlikely that the information was shared with HOPES.

Despite the visits, GJU tends to select courses more on the basis of how well it is able to negotiate prices than on the basis of the quality of education that will be provided, and/or the alignment of a study area with the job market.

Indicator 1.3.3.	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching).		
Data source	Applicants to % students in the programme	Programme reports & public communication tools	Field visits to service centres
Method	Focus groups	Desk review	Interviews

[Ind. 1.3.3] Both HOPES and GJU, and their respective partners, provide relevant counselling and support services to guide students through the study pathway, although systematic career coaching and links with the labour market are lacking.

HOPES provides all students with general counselling services, including with regards to university and study choices, and career information sessions. English language training (HEEAP) is available, but not systematically or automatically to scholarship recipients. There is an effort to respond to specific requests from students (as a response to students' request, for example, HOPES organised an SPSS course at Yarmouk University).

The GJU three partner universities interviewed stated that they offered a variety of student services for all students, including Syrian refugees. Al Quds provides obligatory life skills training which is integrated into the curriculum and includes study methods, English and counselling on employability and interpersonal relations. JUST provides leadership and entrepreneurship courses to help students with soft skills. At Petra University, an innovation centre is available to all students to help them "transform ideas into reality". GJU has also set up Edu-Syria desks in all of its partner universities, offering a space for Syrian students to gather and student guides for the new students.

The extent to which the student services are used by the students and the extent to which they effectively respond to the needs of the students is low to adequate according to the focus group participants. The main absent elements are services providing links with the labour market. Internships are by and large unavailable, and no career coaching or orientation is available.

Although not mentioned as an issue by the focus group participants, interviews with the different stakeholders did point to the overall absence of psychological support and services, either directly or through referrals. HOPES states that it was an element that may be foreseen in a future project.



Finally, alumni clubs were either stated as not being available or not significant in supporting students. This may be an area to be explored in the future, as a Madad programme-wide initiative (see below under coherence and added value).

EQ 2 RELEVANCE	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?		
Judgement criterion 2.1.	The age brackets defined in the programmes are appropriate.		
Indicator 2.1.1.	# of accepted students by age / # of applications by age		
Data sources	Programme records	Young Syrian refugees not participating in EUTF programme	Conditions & regulations from non-EUTF programmes and participating universities
Method	Data analysis	Ref Focus group under EQ1	Desk research

EQ2 The EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to refugees from Syria and vulnerable youth from the host community, although the number of scholarships are by not sufficient to cover for the demand.

The number of applications received by the programmes only partially reflects the demand for scholarships and should therefore not be taken as a precise indicator. There are several reasons for this. Firstly, there are other scholarship programmes available and candidates do not necessarily knock on every door. Secondly, information about the scholarships is not always readily available. As such, youth wishing to study may not know of the scholarship opportunities available. As an example, when the Edu-Syria II programme was first launched, the number of applications were very low. GJU decided to launch an information campaign supported by a famous singer, which resulted in drastically increasing the number of applications.

The Jordanian government requires that a 30 percent quota be respected for Jordanian nationals, which decreases the overall number of scholarships available for Syrian refugees, even if it contributes to social cohesion and acceptance by the host community. According to several interlocutors interviewed, the selection criteria for Jordanians, based on the NAF list produced by the government, by and large safeguards that those who are the most vulnerable are the recipients of the scholarships. Both, GJU and HOPES confirmed that they select Jordanian youth on the basis of the NAF list. However, most of the persons interviewed also stated that there is a culture of shame linked to being on the NAF list. Jordanian youth therefore do not readily state that they are NAF recipients.

While no similar list is available for refugees from Syria, both HOPES and GJU base their selection on UNHCR criteria. UNHCR undertakes a vulnerability assessment which on a set of self-declared criteria and complemented by home visits and observation, composition and size of family, and other protection considerations. In addition, and following the demand from the EUD, a minimum number of students from the camps have been included.

It is difficult to conclude that those who most need scholarships are receiving them. In general, all youth who finish secondary school might be said to need an opportunity to continue their studies. Considering the overall plight of Syrian refugees, those who are seeking opportunities for scholarships to access higher education are probably not the most vulnerable. The most vulnerable most probably do not finish secondary and/or have to work to sustain their families, regardless of whether they would like to continue on to higher education.



[JC 2.1] The age brackets defined by both GJU and HOPES do not seem to be a restricting factor, with both programmes showing an adequate degree of flexibility to ensure that older students are not excluded.

[In 2.1.1] At comparable levels, GJU has a greater number of accepted students to number of applicants (27,2% for GJU compared to 10,1% for HOPES). Overall, the percentage of accepted students is greatest at TVET level, even if the demand for Bachelor scholarships are much higher.

Both programmes prioritise academic achievement and vulnerability as the main selection criteria, with age being considered with flexibility, thus allowing for older students an opportunity to be selected, with the additional flexibility provided by the HOPES programme's CfP component. At comparable levels, GJU has a greater number of accepted students to number of applicants. Overall, the percentage of accepted students is greatest at TVET level, even if the demand for Bachelor scholarships are much higher.

Both GJU and HOPES stated that age was not a limiting factor in the application / selection process. GJU sets a limitation of five years after taking the Twajihi for entry into university, and a maximum 8 years after entry into university to finish Bachelor, but no age limitation as such. GJU's partners have differing age brackets. Al Quds University, for example, allows for quite a bit of flexibility (18-30 years old, with 6 students over 30 accepted) while Zarqa University sets the age bracket between 18-24 years.

HOPES defines an age bracket between 18 and 32 years of age, but stated that this was not a problem, especially now, when Syrian refugees are increasingly finishing their secondary in Jordan. The HEEAP age bracket is also between 18-32 years. In the case of the HOPES scholarships, the selection process has allowed for an adequate degree of flexibility.

During the focus group discussion, age brackets were perceived as a limitation by one-third of the respondents, although this was mentioned as being a constraint for "scholarships overall", not necessarily for the GJU or HOPES programmes. The average age of the focus group participants was of 27,7 years, with 6 of the 18 participants over 28 years of age.

As shown in the tables below, the demand for Bachelor scholarships is four times greater than the demand for TVET. Considering the job perspectives in Jordan, GJU and its partner, Al Quds, have made efforts to promote TVET. However according to nearly all stakeholders interviewed, TVET continue to be perceived as less prestigious, leading to inferiorly paid jobs. The demand for TVET is thus comparatively lower (and the drop-out rates a lot higher – see section below). Doing a BA degree also provides the additional perspective of transitioning to a MA programme upon graduation which, again considering the locked labour market in Jordan, is one of the important outlooks Syrian refugees have for the future.

It should be noted that the number of applications has been taken as an indicator of demand. It does not consider the applications for non-EUTF funded scholarships. It is therefore only partially accurate. Also to be taken into account is the fact that the more successful a communication campaign undertaken by the programmes, the more applications the programme would have received and the



percentage of accepted students would concomitantly have decreased. Thus, this indicator should be taken in conjunction with the other relevance criteria, and not as a measure on its own.

Table 23: HOPES MA Awarded versus applications Jordan

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	129	0	0	49	80	11 (8,5%)	0	0	7 (14,3%)	6 (7,5%)
Intake 2 (2017)	453	23	2	153	275	48 (10,6%)	12 (52,2%)	2 (100%)	13 (8,5%)	21 (7,6%)
TOTAL	582	23	2	202	355	59 (10,1%)	12 (52,2%)	2 (100%)	20 (9,9%)	27 (7,6%)

The percentage of accepted students to applicants stands at 8,5% for the first intake and 10,6% for the second intake. A higher proportion of women were accepted in comparison with the number of women applying (14,33% of women accepted compared to 7,5% of men accepted during the first intake, 8,5% compared to 7,6% for the second intake), although there was, overall, a higher number of men applying.

Table 24: GJU TVET Awarded versus applications Jordan

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED*				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016) Al-Quds College	947	104	120	350	373	522 (55,1%)	72 (69,2%)	72 (69,2%)	168 (48%)	223 (59,2)
Intake 2 (2017) Al-Quds College	234	56	47	67	64	82 (35,0%)	15 (17,4%)	8 (17,0%)	30 (44,8%)	29 (45,3%)
TOTAL	1,181	160	167	417	437	604 (51,1%)	87 (54,4%)	80 (47,9%)	198 (47,5%)	252 (57,7%)

A little over half of the applicants were awarded TVET scholarships for the first intake, falling to 35% for the second intake. In general, across both intakes, more men than women were accepted although the difference is not substantial (but applies even in cases where more women had applied).

Table 25: GJU BA Awarded versus applications Jordan

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED*				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016) Zarqa Uni.	3,390	0	0	1,740	1,686	407 (12,0%)	0	0	154 (8,9%)	253 (15,0%)
Intake 2 (2017) Zarqa Uni.	1,465	0	0	842	623	87 (5,9%)	0	0	51 (6,1%)	36 (5,8%)
TOTAL	4,855	0	0	2,582	2,309	494 (10,2%)	0	0	205 (7,9%)	289 (12,5%)

For the GJU bachelor scholarships, the percentage of accepted students to applicants stands at 12,0% for the first intake and 5,9% for the second intake. For the first intake, 62% of the total scholarships were awarded to men, with 38% being awarded to women, despite a slightly higher number of female applicants. For the second intake, 59% of the scholarships were awarded to women and 41% to men, with, again, a higher number of female applicants.

Table 26: GJU MA Awarded versus applications Jordan

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED*				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 2 (2017) Mutah Uni.	144	95	49	0	0	31 (21,5%)	21 (22,1%)	10 (20,4%)	0	0
JUST	374	270	104	0	0	110 (29,4%)	82 (30,4%)	28 (26,9%)	0	0
TOTAL	518	365	153	0	0	141 (27,2%)	103 (28,2%)	38 (24,8%)	0	0

The GJU MA scholarships are granted only to Jordanian nationals. Less than a third of all applicants received scholarships. Over half of the applicants were women.

Judgement criterion 2.2.	The EUTF programmes have developed targeting and selection criteria that are sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.		
Indicator 2.2.1.	List of barriers effectively eliminated by the EUTF programmes		
Data sources	Programme documents	<ul style="list-style-type: none"> EUTF programme officers involved in the application process EU Delegations 	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).
Method	Desk review	Interviews	Ref Focus group under EQ1

[JC 2.2] The EUTF have developed targeting and selection criteria that correspond to the requirements of the context and maximise chances of success in as much as possible.

As has been stated above, the number of scholarships available is small compared to the overall demand. Catering to all of the students who fall within the set criteria would be a feat in itself. It is difficult to conclude that those who most need scholarships are receiving them. In general, all youth who finish secondary school might be said to need an opportunity to continue their studies. Considering the overall plight of Syrian refugees, those who are seeking opportunities for scholarships to access higher education are probably not the most vulnerable. The most vulnerable most probably do not finish secondary and/or have to work to sustain their families, regardless of whether they would like to continue on to higher education.

What can be said is that, within the group of candidates who do apply for scholarships, the programmes are doing well in ensuring sufficient flexibility, and are providing a good level of counselling to those who do apply to help them to overcome as many barriers as possible for their entry into HE.

[Ind. 2.2.1] Most of the barriers are addressed and/or taken into account by the EUTF programmes and new ones are addressed when possible, but the overall context for Syrian refugees in Jordan is not improving and it seems unlikely that the programmes can have an effect in terms of policy change, especially without greater coordination, including with the EU.

Table 27: List of needs defined by the focus group participants compared to the programmes - Jordan

Responses from focus group participants	GJU	HOPES
<ul style="list-style-type: none"> Financial factors: high tuition fees, lack of means to pay for insurance, books and supplies, accommodation, transportation and other living expenses. 	<ul style="list-style-type: none"> Significant tuition fees 	<ul style="list-style-type: none"> High tuition and living expenses

<ul style="list-style-type: none"> Lack of required / original documentation (residence, equivalence certificate) 	<ul style="list-style-type: none"> Legal requirements from universities 	<ul style="list-style-type: none"> Limited recognition of qualifications and incomplete documentation of former learning achievements.
<ul style="list-style-type: none"> Language (English requirement) 	<ul style="list-style-type: none"> Language (English requirement) 	<ul style="list-style-type: none"> Limited language skills to attend and complete higher education courses in host countries.
<ul style="list-style-type: none"> Lack of information, advice and orientation; including lack of knowledge about scholarships 		
		<ul style="list-style-type: none"> Lack of knowledge / familiarity with the host country education system, impeding chances of finding appropriate education opportunities.
	<ul style="list-style-type: none"> Leave permits to travel from refugee camps 	
		<ul style="list-style-type: none"> Limited capacity to provide refugees and other vulnerable groups with academic study and other learning opportunities
		<ul style="list-style-type: none"> Limited availability of places
<ul style="list-style-type: none"> Stability 		
<ul style="list-style-type: none"> Lack of soft skills 		
<ul style="list-style-type: none"> Academic pressure and packed curriculum 		
<ul style="list-style-type: none"> Lack of internships during studies 		
<ul style="list-style-type: none"> Lack of perspectives after finishing a degree (job opportunities, funding to continue studying) 		

The above list constitutes the main barriers as expressed by the programmes in the project documents, and by the focus group participants. Financial barriers remain one of the main constraints students face before, during and after their studies. All students stated that stipends were insufficient to enable them to study without having to work and that this had an obvious impact on attendance rates and quality. They nevertheless all strongly felt that, if indeed the overall budget is limited, ensuring scholarships for as wide a number of candidates as possible was more important than raising stipends. In essence, if given a choice, they prefer working and studying if that means more youth are able to get scholarships.

Documentation remains a problem. Jordanian universities require original academic certificates and documents. The documents must be stamped by both the Ministry of Higher Education and the Ministry of Foreign Affairs in Syria and in Jordan. The coalition certificates issued by the temporary Syrian government is not recognised by the Jordanian government. Documents have apparently become easier to obtain now than a few years ago. With time passing, and unless there is another important influx of refugees newly arriving into the country, the problem of documentation will decrease, as the Syrian students will most likely finish their secondary education in Jordan. HOPES, via



the British Council, can provide English classes to students even if they are not formally enrolled in a university.

For the refugees living in camps, travel restrictions continue to be an overwhelming barrier. Travelling outside the camps requires special authorisation which is granted on a case by case basis. travel is an issue for all Syrian refugees (and indeed vulnerable Jordanian youth) as it tends to be costly. Women have the additional constraint of not be able or allowed to travel far from their homes.

The above three barriers have been addressed and/or considered by the programmes. The need for English has also been addressed by both programmes, although, as has been stated previously, insufficiently. The programmes have also been addressing new barriers expressed by the students. Outreach initiatives to inform students about scholarship opportunities have been increased, especially in the case of GJU.

In the absence of tighter coordination amongst the programmes and considering the complex socio-political environment, advocacy to change policy-based barriers, seems to be weak. Nevertheless, some efforts are made by the programmes to reach out to the Ministry of Higher Education. As an example, HOPES has asked the Ministry to nominate a representative to participation in the selection process of the CfP component. The Ministry seems to be willing to be more involved in the programmes.

As noted above, the HOPES dialogue work package offers an opportunity for coordination and joint advocacy. The September 2017 conference organised by HOPES and involving key stakeholders provided key is a good example which should be built upon.

Indicator 2.2.2.	# of students accepted that do not fully fall within the set criteria		
Data source	Programme records	Programme officers involved in the application process	
Method	Desk review	Interviews	

[In 2.2.2] The selection criteria for both programmes are sufficiently flexible to ensure that even students who do not fully fall within the set criteria are given an opportunity, with the HOPES programme offering further opportunities through the CfP component.

Considering the difficulties in defining particular vulnerabilities, the programmes have done well in ensuring flexibility, especially in terms of age brackets, but also in terms of grades. Exact numbers of students accepted who do not fall within the set criteria are not available. Interviews with the different stakeholders and with the focus group participants did indicate that scholarship holders are coming from a broad range of backgrounds, with very heterogenous pathways, and differing ages.

The value added of the HOPES programme is the CfP component, which can provide additional opportunities for students not falling within the HOPES scholarship criteria, and therefore could potentially be designed to address particularly vulnerable youth and youth who fall outside the set criteria.

Judgement criterion 2.3.	The EUTF programmes have adequate measures in place to reduce drop-out rates.		
Indicator 2.3.1.	Dropout rates by EUTF programme / university / area of study / gender		
Data sources	Programme and university records		
Method	Data analysis		



[JC 2.3] Both GJU and HOPES provide adequate support to minimise drop-out rates through counselling and follow-up. Drop-out rates for GJU and its partners are comparatively higher than those of HOPES.

[In 2.3.1] Overall drop-out rates at GJU across levels stands at 20,7% (with a higher rate in the case of TVET), while it stands at 1,7% for HOPES. For the same level of studies (Masters), the GJU drop-out rate is of 13,5%.

Table 28: Overall enrolment and dropout rates - Jordan⁷⁷

	HOPES		GJU TVET		GJU Bachelor		GJU Masters	
	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs
Intake 1 (a.y. starting 2016)	12	1 (8,3%)	710	188 (26,5%)	462	55 (11,9%)	0	0
Women	7	0	314	74 (23,7%)	171	17 (9,9%)	0	0
Men	7	1 (14,3%)	396	114 (28,8%)	291	38 (13,0%)		
Intake 2 (a.y. starting 2017)	48	0	94	12 (12,8%)	89	2 (2,3%)	163	22 (13,5%)
Women	25	0	51	6 (11,8%)	53	2 (3,7%)	119	16 (13,4%)
Men	23	0	43	6 (14,0%)	36	0	44	6 (13,6%)

The drop-out rate for the HOPES programme in Jordan are not significant (one person dropped out since the programme started).

The drop-out rates are most significant in the Edu-Syria II programme, and especially within the TVET programme at Al Quds University. More men than women have dropped out at TVET and Bachelor levels, while the opposite is true at MA level. Both GJU and Al Quds interlocutors stated that women tend to drop-out due to pregnancy or marriage. Drop-out rates in vocational training tend to be high in general, and the lack of prestige associated with vocational training is also prevalent in the Arab context. GJU and Al Quds have taken steps to reduce the numbers through counselling and better targeting. No particular reasons were given for the high rate of male drop-outs, but it seems to be linked to work. For both women and men, accessing a Bachelor scholarship may be a further reason to drop out.

During the focus groups, participants stated that it was difficult to work and study at the same time. The GJU stipends were, according to them, too low to cover for their needs while studying and the only option was indeed to do both. Combining both a job and studying most probably has an impact on the above drop-out rates. It is likely that men drop out as they tend to be the breadwinners.

The HOPES representatives stated that, throughout the three target countries, students' grades suffered as most of them were also working at the same time as studying. The drop-out rates do not seem to have been impacted.

They stated that stipends should be sufficiently high to allow students to focus fully on their studies.

⁷⁷ Figures from programmes as at June 2018



Judgement criterion 2.4.	EUTF programme records and external sources show that access is being given to local vulnerable youth.		
Indicator 2.4.1.	% of students accepted compared to demand for each target group.		
Data sources	Programme documents	National media and reports	
Method	Desk review	Desk review	

[JC 2.4] Both GJU and HOPES provide opportunities to local vulnerable youth, with a minimum percentage (30%) being regulated by the GoJ; and selection criteria are based on a reliable government sources and self-declared criteria.

[Ind. 2.4.1] 56% of the Jordanian applicants have received HOPES scholarships and 39,3% have received GJU scholarships.

The table below shows the percentage of national applicants and number of scholarships awarded to them. Note that while the number of applicants is taken as an indicator of demand, it does so only very partially as the EUTF programmes are not the only scholarship provider for Jordanian youth. The GoJ provides 35,000 scholarships out of 47,000 applicants a year for Jordanian vulnerable youth, which equals one-third of all students in Jordanian universities. Furthermore, the culture of shame associated with stating one's status as "vulnerable" may also decrease the demand for support. In both cases, a higher percentage of Jordanian applicants have received scholarships from amongst the Jordanian applicants in comparison to Syrian grantees from amongst the Syrian applicants. This is due to the quota system imposed by the GoJ.

Table 29: Awarded versus application Jordan nationals - Jordan

	Total applications	Jordanian applications (% of total applications)	Total scholarships	Scholarships granted to Jordanian youth (% of total scholarships)	% of students accepted compared to demand from same group
HOPES Masters	453	25 (5,5%)	48	14 (29,2%)	56%
GJU TVET	1,181	327 (27,7%)	604	154 (25,5%)	47,1%
GJU Bachelor	Not offered to Jordanian youth				
GJU Masters*	144	144 (100%)	31	31 (100%)	21,5%

*The GJU Masters scholarships are only available to Jordanian youth.

Indicator 2.4.2.	EUTF programmes have verifiable vulnerability criteria for screening local youth.		
Data source	Programme documents	Programme officers	
Method	Desk review	Interviews	

[Ind. 2.4.2] The HOPES programme bases itself on the NAF (National Aid Fund) government list and responses and interviews from and with candidates (self-declared); while GJU uses the NAF list together with the three other sources (Takyet Um Ali, Zakat Fund and Al Aman Fund) and responses and interviews from and with candidates (self-declared).

As mentioned above, the GoJ provides 35,000 scholarships out of 47,000 applicants a year for Jordanian vulnerable youth, which equals one-third of all students in Jordanian universities. The Ministry of Higher Education stated that it would like the remaining applicants to be funded directly by the EU instead of them being selected by the programmes.

EFFECTIVENESS



EQ 3 EFFECTIVENESS	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?		
Judgement criterion 3.1.	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context.		
Indicator 3.1.1.	% of achievement according to EUTF programme progress and result indicators		
Data sources	Logframe & monitoring reports	Programme management	EU Delegations
Method	Desk review	Interviews	Interviews

EQ3: In general, the programmes have been effective in achieving desired results, especially in terms of numbers of scholarships awarded. Both programmes have had more difficulties in reaching targets in terms of counselling and support services for students.

[JC 3.1] Both programmes adequately follow-up on target numbers. In general, HOPES' reporting mechanism is more complete, especially with regards to qualitative data and analysis and as such may be able to more adequately adjust its results chain.

[Ind. 3.1.1] In terms of scholarships awarded, GJU has surpassed the targeted numbers, while HOPES just reaches them. The HEEAP programme numbers are very low compared to targets, as are those for counselling. Numbers for the national dialogues and the CfP components are adequate compared to targets.

The GJU programme focuses solely on scholarships and support services for students receiving scholarships. With extensive support from the EUD, GJU has been negotiating prices at its partner universities with the aim of increasing in as much as possible the number of places available for students within its set budget. This has been somewhat detrimental to other equally important elements of the programme (level of stipends, counselling and other types of support to students), which could also have an incidence on the high drop-out rates (see above). During the focus group discussions, students stated that the GJU stipends were particularly low and that this posed a particular constraint as they had to work to be able to afford to study despite the allocations. Having said this, the programme has been able to effective in negotiating an increased number of scholarships. As at June 2018, 1,239 students have been granted scholarships, that is 239 more than the total target. The Al-Quds TVET programme saw the highest intake compared to the target (604 scholarships awarded compared to 400 targeted), while the MA programmes have not yet reached the target numbers (141 compared to the 200 targeted).

The HOPES programme includes four work packages. As such and also because it is a regional programme, its results chain is more complex. HOPES reporting has focused on both quantitative targets, but also qualitative data, and a review of the goals set at the on-set of the programme. In terms of scholarships, the programme has not yet fully reached its target, with 59 scholarships awarded compared to the 66 targeted for Jordan. There are plans for third intake in Jordan and Lebanon for both Syrian and local students who are in their last year of study. The aim is to provide scholarships to 60 additional students in Jordan and 40 in Lebanon. HOPES would then be able to exceed its scholarship target.

The counselling mechanisms built into the programme has encountered numerous problems. Actual numbers of youth reached are very low compared to the targets (1,420 youth reached compared to 8,400 targeted for Jordan). Apart from the internal issues encountered (longer time taken to recruit and set up the counselling mechanisms), the low level of youth reached is symptomatic of one of the main issues that is common across all programmes, namely lack of coordination and linkages amongst



the EUTF HE programmes, but also with other stakeholders, and with other sectors of relevant (secondary education and livelihoods, labour market integration). The fact that this is an element built into one of the EUTF HE programmes could have been of benefit to a wider range of EUTF and non-EUTF programmes, creating bridges, providing up-to-date information on needs and barriers, a systematic collection of information concerning youth and their aspirations, and an opportunity to steer them individually to a pathway that best suits their situations and needs.

While English is unquestionable a need, the level at which it is being provided by the programme is insufficient. This is fully acknowledged by the programme team and has been stated in their interim report. It is one of the reasons why there is no direct link between the scholarship component and the HEEAP component. In terms of numbers, 282 students were enrolled in HEEAP classes, compared to the 1,620 students targeted. This is due to several reasons, including the prior need to provide training to the English teachers in the partner universities and the contracting process, which took longer than foreseen; the EU rules which constrain the sub-grants that can be awarded to the partner universities delivering the courses; the low salary supplements for teachers in the partner universities. The HEEAP programme has also suffered from very high drop-out rates in all countries, with issues such as incompatible timetables for students; lack of perspectives for continuing to another level; and lack of links with either EUTF scholarship programmes or other scholarship programmes.

Judgement criterion 3.2.	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.		
Indicator 3.2.1.	# of barrier-eliminating waivers/agreements that have been achieved / # of barriers added.		
Data sources	<ul style="list-style-type: none"> HE Institutions HE authorities 	Programme documents, MoU, regulatory information	<ul style="list-style-type: none"> EUTF programme managers EU Delegations
Method	Interviews	Desk review	Interviews

[JC 3.2] There is acceptance from the GoJ and willingness from the MoHE to work with and even become more involved with some aspects of the programme, but this has not resulted in changes in national policies, which continue to be restrictive.

[In 3.2.1] No barriers have been eliminated and additional barriers have been imposed further hindering access to the labour market for refugees from Syrian.

The most significant barriers remain in place, with increasing legal obstacles for accessing the labour market. Perspectives for Syrian students in Jordan are therefore worsening. Despite this, and because the profile of Syrian students is changing – as time goes by, an increasing number will have completed secondary school in Jordan and will have found some sort of stability in either the host community or the camps – the lack of original documents, one of the main barriers facing students who had completed their secondary in Syria, will no longer be a problem. With stability, access to information may also be facilitated. The UNHCR representative stated that while the formalities remain burdensome, documents were increasingly easier to obtain.

However, there have not been any explicit steps taken by the government to waive any barriers facing Syrian students who want to study nor to provide a better access to the labour market, despite the Jordan Compact. Refugees from Syrian are not eligible for Jordanian government scholarships and there does not seem to be an opening for this in the near future.



Judgement criterion 3.3.	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon.		
Indicator 3.3.1.	Impact monitoring documentation exists in the EUTF programmes (y/n)		
Data sources	Programme documents		
Method	Desk review		

[JC 3.3] There have been some positive secondary effects for the partner universities involved in the programme, although they are not included in the monitoring reports for the moment.

Some positive secondary effects have started to surface, and could provide a positive impetus for future programmes. Working as a network of universities under the leadership of GJU provides for an opportunity to advocate for measures to promote the inclusion of vulnerable groups into Jordanian universities, and to influence policy. With better coordination, such a network could also include the HOPES partner universities. For the moment, this opportunity has not been capitalised upon.

The way the HEEAP English language training has been set up foresees positive secondary effects for partner universities and for students beyond the direct target group. Because the approach chosen is to imbed the English language training in the language centres of selected Jordanian universities, and therefore strengthen the competencies of the teachers from these language centres, the capacity of the centres will remain. The partner universities which benefited from the teacher training component agreed that this would enable their teachers to continue using the approaches and techniques to the benefit of other students.

[Ind. 3.3.1] Little impact monitoring documentation is so far available. The programmes have run for a little over two years now, which is an insufficient amount of time to measure impact, but more should be done to integrate elements which would enable a more effective impact monitoring.

The overall impact of the programmes is for the moment difficult to measure. The programmes have run for too short a time and the number of graduates is too small, with the large majority still studying. While the programmes have established a close relation with the students they are providing scholarships to, there are not tracer studies foreseen, either by the programmes or by the partners universities. Alumni platforms at the partner universities, if and when they exist, do not take specific account of Syrian students. All stakeholders interviewed agreed that this should be included for the upcoming period.

Impact monitoring of the HEEAP students would enable to better design the next phases of the English courses, tailoring them more adequately to the different needs of youth.

Indicator 3.3.2.	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.		
Data source	<ul style="list-style-type: none"> EUTF programme managers EU Delegations Other donors 	National stakeholders	Programme documentation, donor reports, national reports & media review
Method	Interviews	Interviews	Desk review

[Ind. 3.3.2] Both programmes and the partners have taken advantage of secondary effects, bringing in additional positive elements to the programme; with GJU and its partners being particularly proactive.

GJU: networking amongst Jordanian partner universities; Edu-Syria corners; outreach events that have provided Syrian refugee youth with a sense of belonging (ex. Iftar at Zarqa University) and which have brought together different stakeholders involved in HE.



The HOPES CfP component provides access to innovation funding for exploring solutions adapted to the context.

EQ 4 EFFECTIVENESS	To what extent are regionally managed programmes more effective or not than nationally managed programmes?		
Judgement criterion 4.1.	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered.		
Indicator 4.1.1.	Comparative scores of each option ⁴		
Data sources	All relevant findings of the evaluation		
Method	Comparative score card / radar charts		

EQ 4. [JC 4.1]; and [Ind. 4.1.1] are treated across programmes and contexts in the body of this report

EFFICIENCY

EQ 5 EFFICIENCY	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?		
Judgement criterion 5.1.	The review of the different approaches and modalities ⁵ inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.		
Indicator 5.1.1.	Comparative per student cost for comparable service levels		
Data sources	Financial data of the EUTF programmes	Financial managers	EU Delegations
Method	Comparative score card	Interviews	Interviews

EQ5 Overall, HOPES is able to achieve economies of scale on certain budget lines due to its presence in five countries and its work with partners who are already established in the countries of operation. GJU has been able to increase the number of scholarship holders through a very efficient fee negotiation with its partner universities.

[JC 5.1] GJU has been particularly effective in reducing registration fees with its partner universities thereby increasing the number of grantees. The high drop-out rates may, however, be an indication this has been at the expense of needed support services. HOPES provides a wide range of choices for students, which implies higher fees.

[Ind. 5.1.1] An overview is provided across programmes and contexts in the main body of the report

At country level, it is difficult to make a valid comparison between HOPES and GJU in that the former offers MA scholarships for refugees from Syria, while the latter offers TVET and Bachelor scholarships for the same group. GJU offers MA scholarships for Jordanian students, for whom rates are considerably lower. As stated above, fees are two to three times higher for international students than for Jordanian students.

Administrative and human resource costs are higher for GJU compared to the in-country cost of HOPES (with a split between the 5 countries of operation where the HOPES programme is being implemented). HOPES is able to achieve economies of scale for budget lines such as communication, visibility, audit, overheads and M&E, while GJUs travel costs are 10 times lower than those of HOPES. The costs for HEEAP English language course per student stand at 1,299€.

Stipends are higher for HOPES scholarship holders, standing at 7,200€ for the two years, while for GJU's Bachelor students, they amount to 4,998 for the 3 years of study. This may have an impact on the high drop-out rates of GJU students and was certainly stated as such by the focus group participants.

COHERENCE



EQ 6 COHERENCE	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?		
Judgement criterion 6.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria.		
Indicator 6.1.1.	Degree of overlays and gaps in the mapping		
Data sources	Programme design and reports	Programme managers	EU Delegations
Method	Mapping	Interviews	Interviews

EQ6: There is a de facto degree of complementarity between the programmes as they each target a different level of student, but effective coordination amongst the programmes remains weak.

[JC 6.1] The complementarity is mainly due to the fact that each programme targets students studying at a different level, links between the different components of each of the programmes needs to be improved.

[Ind. 6.1.1] There are no overlays and duplications between the programmes mainly due to the different groups targeted by each programme, but there is insufficient coordination to optimise the services offered by each programme.

Coordination between the programmes is limited and is reported to be ad-hoc, with the exception of the UNHCR-UNESCO tertiary education working group which is cooperating with the GoJ to develop a Jordan education strategy plan. The extent to which the EUTF programmes are involved, however, seems limited. All stakeholders agreed that a strengthened coordination mechanisms would be of benefit to the Syrian refugees, especially in terms of communication and outreach, application procedures and streamlining stipends, but also to advocate for policy change and exert influence over other elements of the higher education system in Jordan, which could benefit both Syrian refugees and Jordanians (for example in areas such as a national qualifications framework, curriculum development, teacher training).

A meeting was held in 2016 between Edu-Syria, SPARK, HOPES and UNHRC to streamline parameters and avoid competition. Since then, however, no regular meetings have been held. HOPES has continued to coordinate with UNHCR, and this has benefited the pathways of some of the students who had received a DAFI Bachelor scholarship and were then selected for a HOPES Masters scholarship.

COHERENCE

EQ 7 COHERENCE	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and have these been taken into account?		
Judgement criterion 7.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes.		
Indicator 7.1.1.	Degree of overlays and gaps in mapping		
Data sources	Programme design & reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Mapping	Interviews	Interviews

EQ7: Complementarities and synergies with other EU and non-EU instruments are insufficiently explored.

[JC 7.1]: While there does not seem to be any duplication with other relevant programmes, there is insufficient coordination amongst the different stakeholders involved in HE support to Syrian refugees to ensure that all of the needs are met.

[Ind. 7.1.1] Overall, the provision of scholarships does not respond to the demand, and some gaps remain, notably the provision of English language courses at an adequate level.



Judgement criterion 7.2.	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives.		
Indicator 7.2.1.	Existence of joint or complementary initiatives		
Data sources	Minutes of meetings & programme reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Desk review	Interviews	Interviews

[JC 7.2] Regular coordination mechanisms take place but have not led to joint activities or covered for some of the gaps.

[Ind. 7.2.1] There are no joint activities organised amongst the different projects, although there is a fair degree of complementarity between the different projects, both EU and non-EU funded.

SUSTAINABILITY

EQ 8 SUSTAINABILITY	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?		
Judgement criterion 8.1.	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.		
Indicator 8.1.1.	Possible scenarios shape the programme design (y/n)		
Data sources	Programme managers	EU Delegations	
Method	Interviews	Interviews	

EQ 8: Sustainability in the context of different scenarios was not considered at the on-set of the programmes, with the main focus being on enrolling the targeted number of students.

JC 8.1] Different scenarios have not been considered explicitly by either programmes, with a return scenario predominating in the design of the programmes.

The main focus for both programmes has been on reaching or exceeding target numbers within the available budget. Less attention has been paid to sustainability elements, and none have been analysed in terms of different scenarios for Syrian refugees. The return scenario still predominates, even if all of the stakeholders interviewed agreed that this would most probably be a longer-term option.

The extent to which HOPES and GJU are fundraising to ensure the continuity of the current level of scholarships for the years to come was not brought up by the programmes, although both will most likely respond to a call for proposals from the Madad fund and stated that they are indeed hoping to continue the support to Syrian students through EU funding.

Sustainability was also discussed in terms of ensuring that graduates do not lose the competencies and skills learned during their studies, especially considering the high levels of underemployment and unemployment. Whether it is a return scenario, a resettlement in another country or a longer-term stay in the host country, access to the labour market at a level that enables the graduates to use their competencies and skills-set will be difficult and by no means guaranteed for all graduates. The HOPES representatives interviewed stated that this would be one of the main issues in terms of sustainability and in any of the scenarios envisaged.

[Ind. 8.1.1] Both GJU and the HOPES programme were designed on a return scenario, although integration into the host country labour market has been considered.

Judgement criterion 8.2.	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years.		
Indicator 8.1.1.	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments.		
Data sources	HE authorities	EU Delegations	Other relevant donors
Method	Interviews	Interviews	Interviews



[JC 8.2] Ensuring stability within a complex socio-political context compounded by the Syrian crisis is the main focus of the GoJ, with HE scholarships not seen as a priority by the authorities.

[Ind. 8.2.1] The GoJ is unlikely to finance HE scholarships for Syrian refugees over the next 5 years.

EU ADDED VALUE

EQ 9 EU ADDED VALUE	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?		
Judgement criterion 9.1.	Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.		
Indicator 9.1.1.	Degree of awareness and sense of opportunity amongst students in focus groups		
Data sources	Students		
Method	Ref focus groups EQ1		

EQ 9: Both programmes ensure proper EU visibility throughout their outreach initiative and communication with target groups and stakeholders.

[JC 9.1] Target groups and relevant stakeholders are adequately aware of the EU funding and the opportunities provided.

[Ind. 9.1.1] The majority of the focus group participants had a strong awareness of the EUTF programmes and of the EU.

The most visible elements of the programmes are the scholarships. All of the students were aware of the scholarship opportunities provided by HOPES and GJU. Some of the students stated that they knew about the English language courses, although the extent to which they associated HEEAP with either the HOPES programme or the EU is less certain (unless they had taken the course).

The majority of the students felt a sense of pride in receiving a scholarship from an EU-funded programme, albeit it raised their hopes for travelling to Europe to continue their studies.

Indicator 9.1.2.	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.		
Data sources	Websites, brochures, social media		
Method	Desk review		

[Ind. 9.1.2] The EU logo, the EU flag and mention of the EU appears in all relevant university and programmes communication.

EU visibility is adequately ensured in all of the website, brochures and social media of the programmes and their partner universities. During the interviews, university representatives were especially keen to continue partnering with an EU-funded programme. They stated that it brings them the kind of exposure that they need, especially since they are also rated on the level of international outreach. Throughout the campuses visited, the EU logo was visible, with dedicated Edu-Syria spaces in the GJU partner universities.

EQ 10 EU ADDED VALUE	What types of EU added value can be distinguished and at what levels do they have a significant effect?		
Judgement criterion 10.1.	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.		
Indicator 10.1.1.	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region.		
Data sources	Steering committee minutes of meetings and HE conferences	<ul style="list-style-type: none"> National HE authorities Management of universities 	
Method	Desk review	Interviews	

EQ10:

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A project funded by the
European Union

[JC 10.1] The programmes remain very relevant. There is, however, an overall tendency to operate in silos, be it within the Madad fund as a whole, with other EU instruments, or with other organisations, but there are opportunities to expand the scope of the programmes for a more comprehensive EU support in the region.

The EUTF HE programmes are having a positive effect and catering to an essential need of Syrian refugee youth in the countries where they are being implemented. They are and remain, under the current conditions, relevant.

All stakeholders, and the EUD in particular, agreed with the need for enhanced coordination and links amongst the different EU-funded initiatives targeting Syrian refugees, but also seeking opportunities for them in other programmes. Programmatic links between secondary school programmes on the one hand, and access to the labour market on the other, are to-date not sufficiently explored. Additionally, strengthened links with other EU instruments, for example the EIDHR, would be beneficial. Providing graduates with information on the various opportunities that stem from projects funded by the EU and outside the EU would also increase their perspectives and range of choices. Projects such as the EU co-funded SANAD Technical Assistance Facility Project which helps Syrian refugees in Jordan to receive digital economic identities could provide a good link for graduates once they finish their studies, or before and during their studies, as it is a mechanism to help Syrian refugees store credit histories, educational certificates, and business information in a blockchain-based digital identity that can be used to gain access to credit or employment.

There are opportunities for such linkages to be made and which are, to-date, not sufficiently explored or utilised. The HOPES national dialogues work package could thus serve as a platform to form these kinds of linkages with other EU instruments at national and regional levels, as well as promote and advocate for strengthened coordination with other stakeholders.

[Ind. 10.1.1] A regional approach is more likely to increase awareness on issues of transferability and recognition of credits, although for the moment, even if opportunities to do so exist through the HOPES programme, they are not being maximised.

There should be growing concern about the transferability of credits and degrees obtained in Jordan to the Syrian system is and when the Syrian refugees return. Jordan has aligned to the Bologna process and as such has a 3-year Bachelor programme, while Syria still operates on 4 years at Bachelor level. This may be a growing problem once the return scenario becomes more of a reality. Neither GJU nor its partner universities seemed to address this issue at any level. The British Council representatives stated that they were involved in various policy-level projects with the GoJ, especially with regards to teacher training, curriculum development and national qualifications frameworks. Linkages between these initiatives and their role in HOPES was, however, not made. The added value of the HOPES programme is that there is a possibility for the partners to address these issues at regional level and advocate for more actors to work on these components, which are crucial to address as of now.

Judgement criterion 10.2.	The EU programmes have created a regional HE response to the Syrian refugee crisis.		
Indicator 10.2.1.	No. of regional level meetings sponsored by the EU.		
Data sources	EU reports		
Method	Desk review		



[JC 10.2] The regional conferences, both those organised by HOPES and those organised by the EU, have garnered increased interest in the Syrian refugee crisis, but the extent to which they have increased the funding for HE programmes and facilitated the integration of Syrian youth HE programmes across the region and in Europe remains to be verified.

[Ind. 10.2.1] Two regional conferences have been organised by the programmes (HOPES and SPARK).

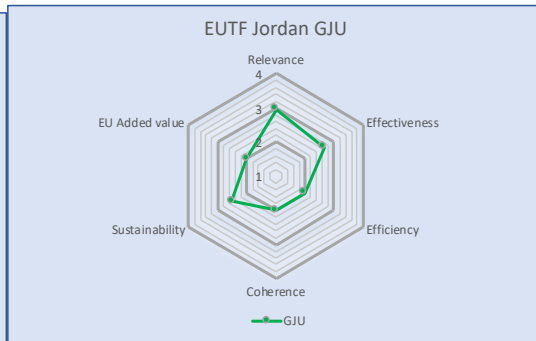
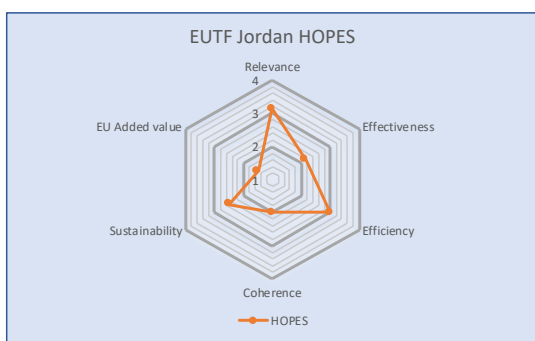
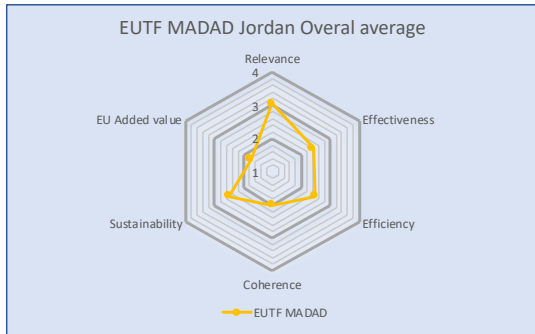
Anecdotal evidence suggests that there has been an increased interest in HE programmes for Syrian refugees following the conferences that have been organised by both HOPES, SPARK and the EU. Whether or not there is increased funding from a wider source of donors, and whether or not there are positive policy changes in the countries concerned to ensure longer-term solutions for refugees remains to be seen. Nevertheless, the conferences do provide an opportunity to exchange experiences between the stakeholders involved in HE for refugees from Syria in the region; disseminate information on the situation and needs; and provide a forum for the refugees themselves to voice their concerns and aspirations. The regional conference component of the HOPES programme is a clear added value in terms of EU visibility, but also visibility for and by the Syrian refugees.

Indicator 10.2.2.	Frequency of national media reports on EU HE initiatives.		
Data sources	National media		
Method	Desk review		

[Ind. 10.2.2] Quarterly mentions for GJU and EUTF



6. Score cards Jordan



EUTF SCORECARD JORDAN		PRG		Descriptors				
		HOPES	GJU	4	3	2	1	
EQ 1 REL	To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?	2.89	2.78					
JC 1.1	The needs of Young Syrians have adequately been defined by the programmes	3.00	3.00					
In 1.1.1	Comparison of needs as defined by the programmes and those expressed by focus group respondents	3.00	3.00	All important needs are covered	Most important needs are covered	Important needs are not covered	Lack of alignment	
JC 1.2	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and career development	3.00	3.00					
In 1.2.1	The degree to which students in focus groups expressed an improvement of their perspectives and prospects through the programme	3.00	3.00	Significant personal and labour market perspectives	Significant personal development and further study perspectives	Personal development	no difference	Cannot rate this
JC 1.3	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality	2.67	2.33					
In 1.3.1	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes	2.00	2.00	Monitoring framework captures all key information	Monitoring Framework captures partially	Ad hoc gathering of information	No monitoring	
In 1.3.2	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students	3.00	2.00	A transparent mechanism aligns best quality to relevant competence	The mechanism allows students to judge and choose	Based on professional judgement by PRG management	No mechanism	
In 1.3.3	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching	3.00	3.00	Consistent provision of the full package	Consistent provision of the partial package	On call services and support	inadequate support	
EQ 2: REL	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?	3.38	3.13					
JC 2.1	The age brackets defined in the programmes are appropriate	3.00	3.00					
In 2.1.1	# of accepted students by age / # of applications by age	3.00	3.00	Vulnerability GPA Age bracket	GPA Vulnerability Age bracket	Age bracket Vulnerability GPA	Age bracket GPA Vulnerability	Descriptors should also take into account the indicator itself?
JC 2.2	Targeting and selection criteria that sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.	3.50	3.00					
In 2.2.1	List of barriers effectively eliminated by the EUTF programmes	3.00	3.00	All identified barriers eliminated and new ones addressed	Most important barriers are eliminated and new ones addressed	Important barriers are still in place	Lack of alignment	
In 2.2.2	# of students accepted that do not fully fall within the set criteria	4.00	3.00	Outreach and application process is inclusive	Limited outreach coverage with inclusive application process	limited outreach and restricted application process	exclusive outreach and application process	The CFP component itself can provide for inclusion of particularly vulnerable students and students who do not fall within the set criteria.
JC 2.3	The EUTF programmes have adequate measures in place to reduce drop-out rates.	4.00	3.00					
In 2.3.1	Average dropout rates by EUTF programme (intake 1 across levels)	4.00	3.00	Less than 10%	10- 20%	21- 30%	30%+	
JC 2.4	EUTF programme records and external sources show that access is being given to local vulnerable youth	3.00	3.50					
In 2.4.1	% of students accepted compared to demand for each target group	2.00	3.00	31-40%	21-30%	10-20%	Less than 10%	
In 2.4.2	EUTF programmes have verifiable vulnerability criteria for screening local youth	4.00	4.00	From official reliable verification mechanism	From documents plus other secondary source	Selfdeclared with own verification	From self declared	NAF reference and governmental lists



EUTF SCORECARD JORDAN		PRG		Descriptors				
		HOPES	GJU	4	3	2	1	
EQ 3: EFFECT	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?	2.17	2.67					
JC 3.1	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context	2.00	3.00					
In 3.1.1	% achievement according to EUTF programme progress and result indicators	2.00	3.00	Timely achievement of all indicators	Timely achievement of most important indicators	Delayed achievement of most important indicators	Limited achievement of most important indicators	HOPES suffers from low achievement in HEEAP and Counselling components
JC 3.2	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.	2.00	2.00					
In 3.2.1	# barrier-eliminating waivers/agreements achieved / # of barriers added.	2.00	2.00	State and PRG work closely together to obtain a comprehensive package of official waivers and elimination of barriers	PRG negotiates state waivers and eliminates barriers where possible	PRG has no influence on the state and finds ways to alleviate barriers	State is adding barriers and PRG struggle to adapt	
JC 3.3	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon	2.50	3.00					
In 3.3.1	Impact monitoring documentation exists in the EUTF programmes y/n	2.00	2.00	Impact monitoring framework captures all key information	Impact monitoring Framework captures information partially	Ad hoc gathering of impact information	No impact monitoring	
In 3.3.2	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.	3.00	4.00	Timely responses initiated by stakeholders and beneficiaries	Delayed responses emerge from stakeholders and beneficiaries	PRG has to prompt stakeholders and beneficiaries to respond	PRG has to solve secondary effects or leave them unaddressed	CFP, Edu-Syria corner, plus network of Jordanian universities.
EQ 4: EFFECT	To what extent are regionally managed programmes more effective or not than nationally managed programmes?	0.00	0.00					
JC 4.1	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered	0.00	0.00					
In 4.1.1	Comparative scores of each option							This question cannot be rated in the scorecard
EQ 5: EFFIC	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?	3.00	2.00					
JC 5.1	The review of the different approaches and modalities[1] inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.	3.00	2.00					
In 5.1.1	Comparative per student cost for comparable service levels	3.00	2.00	Cost efficient while offering additional advantages for stakeholders and beneficiaries	Cost efficient without significant disadvantages for stakeholders and beneficiaries	Cost efficient with significant disadvantages for stakeholders and beneficiaries	Less cost efficient without significant advantages for stakeholders and beneficiaries	HOPES leaves free choice with low dropout rates. GJU awards more scholarships with the same budget with higher dropout rates
EQ 6: COH	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?	2.00	2.00					
JC 6.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria	2.00	2.00					
In 6.1.1	Degree of overlays and gaps in the mapping	2.00	2.00	Intended high complementary without gaps or duplication	Coordinated self optimisation with some gaps or duplication	Uncoordinated parallel self optimisation with some gaps or duplication	Parallel functioning with self optimisation regardless of coherence	All levels covered. Important pathway gaps, and lack of coordination and cooperation among programmes
EQ 7: COH	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and have these been taken into account?	2.00	2.00					
JC 7.1	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes	2.00	2.00					
In 7.1.1	Degree of overlays and gaps in mapping	2.00	2.00	Intended high complementary without gaps or duplication	Coordinated self optimisation with some gaps or duplication	Uncoordinated parallel self optimisation with some gaps or duplication	Parallel functioning with self optimisation regardless of coherence	
JC 7.2	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives	2.00	2.00					
In 7.2.1	Existence of joint or complementary initiatives	2.00	2.00	A comprehensive framework of joint initiatives produces synergies	Coordination efforts produce some joint initiatives	Coordination produces information exchange	No coordination	

EUTF SCORECARD JORDAN		PRG		Descriptors				
		HOPES	GJU	4	3	2	1	
EQ 8: SUS	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?	2.50	2.50					
JC 8.1	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.	2.00	2.00					
In 8.1.1	Possible scenarios shape the programme design (y/n)	2.00	2.00	PRG design is aligned to creating multiple perspectives for different possible scenarios	PRG design mainly geared towards job perspectives in the current environment or return to Syria	PRG designs mainly geared to high levels of access to HE and output of graduates with relevant competencies	PRG designs mainly geared to high levels of access to HE and output of graduates	
JC 8.2	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years	3.00	3.00					
In 8.2.1	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments	3.00	3.00	Host country funding in place or PRG activities generate complementary funding and actions from host nation	PRG activities generate request for inclusion of host country vulnerable youth and facilitating action for SR	PRG activities generate reluctance and requests for inclusion of host country vulnerable youth	PRG activities generate obstruction from host country government	
EQ 9: ADV	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?	3.50	4.00					
JC 9.1	Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.	3.50	4.00					
In 9.1.1	Degree of awareness and sense of opportunity amongst students in focus groups	4.00	4.00	Strong sense of opportunity with strong associated EU awareness	Strong sense of opportunity with moderate associated EU awareness	Strong sense of opportunity with little associated EU awareness	Weak sense of opportunity with little associated EU awareness	
In 9.1.2	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.	3.00	4.00	Highly dominant	Highly visible among implementor branding	Visible at par with implementor branding	Overshadowed by implementor branding	
EQ 10: ADV	What types of EU added value can be distinguished and at what levels do they have a significant effect?	1.50	2.00					
JC 10.1	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.	2.00	2.00					
In 10.1.1	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region	2.00	2.00	Increased awareness triggers national and regional initiatives	Increased awareness generates national and regional consultations	Some growing awareness without action	No increased awareness	
JC 10.2	The EU programmes have created a regional HE response to the Syrian refugee crisis.	1.00	2.00					
In 10.2.1	No. of regional level meetings sponsored by the EU.	1.00	1.00	More than 5	More than 3	two	one	
In 10.2.2	Frequency of national media reports on EU HE initiatives	1.00	3.00	Monthly mentions	Quarterly mentions	Six monthly	Annual	Direct EUD involvement in GJU



Annex A6 – Evaluation Details - Lebanon

1. Socio economic context of the country and the outlook for the near future

Lebanon's population⁷⁸ is small (about 6 million). It is religiously very diverse, a key identity of the country. The country hosts an estimate of one million Syrian refugees⁷⁹.

Overall, the Lebanese state is faced with serious challenges, both domestic and external.

Since the Syria crisis, the Lebanese economy saw four of its five main sources of income decreased: the import-export route overland to and through Syria is almost entirely halted. Tourism suffers from instable political and security situation, both domestically and regionally. In addition, political tensions with Gulf countries stemmed Gulf tourism, traditionally an important source of revenue. The banking sector, a mammoth of Lebanon economy, continues to generate wealth. However, it is hindered by increased scrutiny of international and western banking regulators regarding money laundering and terror financing. In addition, Lebanese banks had to retreat hastily from Syria and, to a lesser extent, Iraq both previously seen as expansion markets. The remittances from the Lebanese diaspora constitute the only pillar of the Lebanese economy that was not hit hard by the Syria crisis⁸⁰. Added to this are the various influences stemming from regional power struggles, which have contributed to the fragile socio-economic and political situation in the country.

Lebanon's massive public debt is of \$80 billion, more than 150% of the gross domestic product, according to April 2018 World Bank figures. It is one of the highest debt to GDP ratio in the world.

Lebanon's public sector is, overall, sluggish⁸¹. State decisions are marred by endless internal political discussions and massive corruption⁸². Consensus amongst leaders is needed for every significant decision and it is often reached by sharing the spoils. State bureaucrats are rarely recruited on merits and recruitment in the public sector is based on confessional and political quotas. Civil servants are underpaid and sometimes work in bureaucracies that have hardly evolved since the Ottoman times. Of course, there are some exceptions in this otherwise gloomy situation. Some public institutions, including colleges of the public university, are properly run and effective.

In contrast, Lebanon has a vibrant and often world-class private sector, both in for-profit and not-for-profit areas, including, as described below, in the key area of high education. The private sector, including non-profit organisations, plays a pivotal role in providing essential services to the population, in the fields of education, health and others. The private sector is Lebanon's backbone. It carried it through its darkest days during the Lebanon war and continues to drive the country forward.

⁷⁸ There is no official census in Lebanon. The population is estimated a little over 6 millions, at the time of writing.

⁷⁹ The exact number of refugees in Lebanon is a matter of controversy and debate in Lebanon. The Government officially closed the border in late 2014 and instructed UNHCR to stop registering Syrians refugees, thus making official number unreliable as a significant numbers of refugees are since then unregistered. The one million estimate was confirmed by UNHCR and other sources to the evaluators.

⁸⁰ Even in this area, tensions with Gulf countries, as well as low oil prices have led to significant reduction of Lebanese workers in the Gulf, decreasing the influx of remittances in the country.

⁸¹ In a dramatic illustration, Lebanon has been struggling to manage its trash effectively for more than 4 years, still unsuccessfully at the time of writing.

⁸² The most striking example is where the state-owned provider operates on a \$1.5 billion annual deficit since 1990, while the country has less than 20 hours of electricity a day.



2. The situation of refugees from Syria

According to the World Bank⁸³, the presence of Syrian refugees has strained Lebanon's public finances, service delivery, and environment. It has worsened poverty incidence among Lebanese as well as widened income inequality. In particular, it is estimated that as a result of the Syrian crisis, some 200,000 additional Lebanese have been pushed into poverty, adding to the erstwhile 1 million poor. An additional 250,000 to 300,000 Lebanese citizens are estimated to have become unemployed, most of them unskilled youth. The unemployment rate in Lebanon is estimated to have increased from around 11% before the crisis to an estimated 18-20% in Lebanon (30% amongst youth)⁸⁴.

The situation for Palestinian refugees in Lebanon (PRL), already difficult, has also worsened. Unemployment amongst PRL has risen sharply to 23 per cent in 2015, compared to a similar Lebanese rate at the start of the Syrian crisis. Seventy-four per cent of PRL adolescents live in poverty, and five per cent in extreme poverty. Unemployment among the PRS stands at 52.5 per cent (68.1 per cent for women). 87% of Syrian refugees and 67% of poorest Lebanese are living in the 251 most vulnerable cadasters of the country.⁸⁵

According to UNHCR, there are nearly one million refugees from Syrian in Lebanon. Lebanon is not party to the 1951 Refugees Convention. Lebanon has no domestic law offering legal protection for refugees and asylum seekers. Although, Lebanon has never formally published a legal position vis a vis Syrian refugees, all Lebanese authorities seem to recognize their obligation to abide to the principle of *non-refoulement*⁸⁶. Lebanon is also bound by its obligations under the Human Rights treaties it has ratified.

On 23 October 2014, the Lebanese Government issued a short policy paper on Syrian refugees⁸⁷. It includes, inter alia, the qualification of Syrian nationals in Lebanon as "displaced"; a clearly stated objective of reversing the influx of Syrian nationals "except for exceptional humanitarian cases"; instruction to UNCHR to halt the registration of Syrian refugees; a commitment to encourage the return of Syrian nationals to Syria; a decision to withdraw the refugee's status upon any return in Syria; a renewed commitment to stronger security measures vis-a-vis Syrian nationals; and strengthening the legal protection of Lebanese citizens' "access to employment". With public services overstretched, including infrastructure and social assistance, Lebanese authorities are wary of pull factors which may increase further the number of refugees from Syria in the country. Some interlocutors have stated that higher education opportunities for Syrian refugees – and scholarships in particular – could constitute an additional factor in deterring a return to Syria or attracting more refugees to Lebanon. The total amount of scholarships granted to Syrian refugees is and will, even with an increase, remain too small to become a significant pull factor. In addition, concerns and

⁸³ World Bank Lebanon overview, April 2017. <http://www.worldbank.org/en/country/lebanon/overview> accessed

⁸⁴ Lorenza Errighi and Jörn Griesse (2016), The Syrian Refugee Crisis: Labour Market implications in Jordan and Lebanon, European Economic Discussion Papers

⁸⁵ Government of Lebanon & UN (2018), Lebanon Crisis Response Plan 2017-2020

⁸⁶ Either as a *jus cogens* in international law or as a direct consequence of Article 14 of the Universal Declaration of Human Rights.

⁸⁷ Available, in Arabic on: <http://www.pcm.gov.lb/arabic/subpg.aspx?pageid=6118>



obstacles for return, and motivations for leaving Syria, are by and large security and safety related, concerns over poverty and lack of housing, and the scarcity of livelihood opportunities⁸⁸.

Prior to this decision, Lebanon had allowed UNHCR to register refugees. Registration provided a certain level of protection and opened access to services, but it did not allow Syrian refugees to work, nor did it guarantee access to education.

Since December 2014, the issuance and renewal of residence permits for Syrian refugees requires amongst other documents, a \$200 renewal fee, a rent contract, a sponsorship by a Lebanese national, and a written commitment not to work⁸⁹. This decision is another dent in the already flimsy protection of Syrian refugees in Lebanon. Several publications showed how these requirements, especially the sponsorship, led to further exploitation of Syrian refugees in Lebanon, pushing them entirely in the black market for work⁹⁰ and basic needs⁹¹.

Discrimination against Syrian refugees in Lebanon can be very blatant going as far as municipalities imposing curfews on Syrians. Vulnerable Syrian refugees are at high risk of harassment and abuse in Lebanon, due to the lack of official recognition of their status, corrupt public officials and, in some segments of the society, strong anti-Syrian feelings, often fuelled by the complicated and violent history between the two countries.

As a result of Lebanon's difficult economic situation and the discrimination faced by Syrian refugees, it is estimated that 76%⁹² of Syrian refugees in Lebanon now live below the poverty line, an increase from 49% in 2014. For Palestinian Refugees from Syria, the percentage stands at 89%⁹³.

3. Syrian refugee access to higher education

The situation of Syrian refugees in Lebanon is so precarious that many high-skilled Syrians find ways to leave Lebanon, resulting in what some researchers termed the 'deskilling' of the Syrian population in Lebanon.

Lebanon's tertiary education sector reflects the country. It is diverse, buoyant, loosely organised and driven by the private sector, both for-profit and not-for-profit. In total, there are 51 universities and community colleges in Lebanon. They operate under a very permissive legal framework⁹⁴ and teach in Arabic, French, English or Armenian. English and French are the main teaching language in most universities, in contrast with the Syrian education system that is totally in Arabic. A number of universities have strong confessional and political links.

⁸⁸ UNHCR (2018), Fourth Regional Survey on Syrian Refugees' perceptions and Intentions on Return to Syria (RPIS)

⁸⁹ In February of 2017, the Lebanese authorities announced a waiver of the \$200 renewal fee for all refugees registered with UNHCR before 2015. Actual implementation of this measure is unclear.

⁹⁰ It should be noted that in a 2015 decision, the Lebanese Ministry of Labour allowed Syrian refugees to work in Agriculture, Construction, and Environment. Implementation of this decision is unclear.

⁹¹ For more details on this issue, see *Precarity in Exile: The Legal Status of Syrian Refugees in Lebanon*, Maja Janmyr, *Refugee Survey Quarterly*, Volume 35, Issue 4, 1 December 2016, Pages 58–78, <https://doi.org/10.1093/rsg/hdw016>

⁹² *ibid*

⁹³ *ibid*

⁹⁴ The 2014 Law Number 285 that updated the first law regulating tertiary education dating from the 1960s. It is entirely administrative and does not encompass any High education policy beyond very general principles.

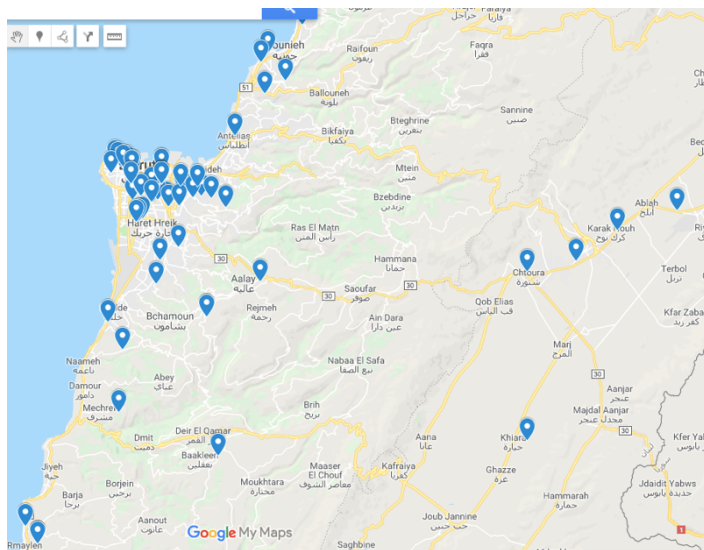


According to most university rankings, the top four universities in Lebanon are the American University of Beirut, (AUB) the Université Saint-Joseph (USJ), the Lebanese American University, and the public Lebanese University (LU). The two former are amongst the best universities in the region, both private, both founded in the late 19th century by Christian missionaries, respectively Protestant and Jesuits. The number of students enrolled in the Lebanese HEIs was 196,119 in 2016-2017, 35 percent of whom were studying at the public LU and 65 percent are in a private university⁹⁵.

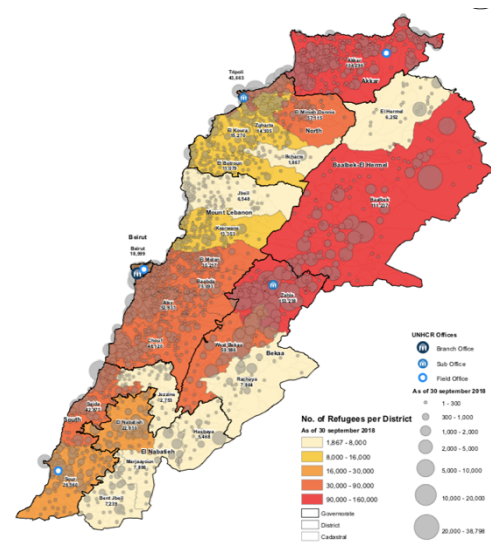
Lebanon is not part to the Bologna process. However, it has aligned its higher education sector to the Bologna process. There is no national ranking system and the quality of teaching is unanimously recognized as very variable, including between the different colleges of the Lebanese University.

The Lebanese University is financed by the government. Its fees⁹⁶ are the lowest in the country. Private universities are mainly financed by, rather high, tuitions. Geographically, the large majority of universities are concentrated in the Greater Beirut area with a number of exceptions, including the decentralised LU regional campuses. The maps below show the location of the main universities in Lebanon compared to the location of refugees from Syria.

Location of universities and university campuses in Lebanon



Registered Syrian refugees Lebanon



The estimated number of Syrian students in Lebanese universities is between 6,500-10,000, depending on the source. According to the Ministry of Higher Education, the number stood at 6,288 students in 2016⁹⁷. This is estimated to be about 6% of the 18-24 year group age. This contrasts sharply with the pre-war tertiary education enrolment rates for Syrians, which is estimated at 26% in urban areas and 16% in rural areas. It should be noted that a part of the refugees come from rural areas in Syria, where education attainment and expectations to access university were lower.

⁹⁵ <https://supportthere.org/page/higher-education-lebanon>, accessed on the 24 October 2018

⁹⁶ Annual fees are 200\$ per year for national students and 500\$ for foreign students

⁹⁷ H. El-Ghali (2017), Syrian Refugee Higher Education: The Case of Lebanon and Beyond, accessed at: http://www.laes.org/upload/editor_upload/file/Syrian-Refugee-Higher-Education_LAES.pdf



Lebanon and Syria have an agreement allowing for mutual recognition of secondary and tertiary education certificates, dating from 1962. Before the Syria crisis, Syrian students routinely enrolled in Lebanese universities. Thus, at the academic level, there is no impediment for Syrian refugees to enrol in a Lebanese university.

In reality, there are numerous hurdles. The first is financial. Except for the LU, all universities require fees Syrian refugees cannot afford. Even the reduced fees of the LU is a challenge as there are numerous other costs attached to studying, such as transport, accommodation, books, etc. More importantly, there is a significant opportunity cost, as students cannot work while attending courses.

The second impediment is administrative. Enrolments often require residence permit, others require transcripts and diplomas from Syria or from Lebanese schools. The process of administrative registration can be cumbersome and often requires money to obtain a paper or a stamp.

Lebanon has not issued any specific policy on the enrolment of Syrian refugees in tertiary education. Requirements and processes are the same as any student, thus ignoring all the specific needs and challenges for Syrian refugees. This creates a situation where access to high education for Syrian refugees in Lebanon is discriminatory, on the basis of affluence and capacity to navigate the administrative system, which carries a strong gender bias.

The current response to this situation orbits mainly around scholarships. While they are important, scholarships will not be enough, especially that they are scares, due to funding constraints. In the absence of a state policy guaranteeing compliance with Human Rights requirements, there is a need to approach the issue of access of Syrian refugees in Lebanon to high education as a Protection issue and not only an issue of scholarships. The world, including the European commission has made a commitment to Syrian refugees, "No Lost Generation". The issue of access to higher education by Syrian refugees in Lebanon should be at the core of this commitment. It is crucial to work towards clearly established and accessible pathways to high education for Syrian refugees in Lebanon. These pathways should be built in a way that guarantees non-discrimination, impartiality and gender inclusiveness.

4. Syrian Refugee access to the labour market

In general, the Lebanese labour market has been affected by the influx of Syrian refugees. A field survey conducted recently by the ILO on a sample of 400 Syrian refugee households in Lebanon indicates that slightly less than half of the Syrian refugees are economically active, with unemployment estimated at 30 per cent. Those who work are employed mainly in three sectors: agricultural activities (24 per cent), domestic or personal services (27 per cent), and construction (12 per cent). The study reveals that 45 per cent of Syrian refugee workers work in unskilled jobs, and around 43 per cent work in semi-skilled jobs⁹⁸. According to the same study, total unemployment rate amongst refugees from Syria stands at 30 per cent with more than 50 per cent amongst Syrian youth.

⁹⁸ ILO (2017). Labour Market Information Review and Analysis: In-focus on Northern Lebanon. Available at: <https://reliefweb.int/report/lebanon/labour-market-information-review-and-analysis-focus-northern-lebanon>



Access to the labour market for Syrian refugees is constrained by a number of factors, as described above. Since 2015, the Lebanese authorities have suspended the right for registered Syrian refugees to work in Lebanon. Entry into Lebanon and obtaining a residency permit is conditional on a certified pledge not to work. This is additional to a decree of the Ministry of Labour limiting the work options for Syrian nationals to agriculture, construction and cleaning services. This effectively means that, when and if a Syrian “displaced” person is able to obtain all of the required documents and a work permit, they become “migrant workers”, and are subjected to severe job restrictions. The result is a high level of unemployment and underemployment amongst the Syrian refugees legally working in the country, and a high percentage of Syrian refugees working illegally.

5. Responses to the evaluation framework

Relevance

EQ 1 RELEVANCE			
Judgement criterion 1.1.	To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?		
Indicator 1.1.1.	The needs of young Syrian refugees have adequately been defined by the programmes.		
	Comparison of needs as defined by the programmes and those expressed by focus group respondents.		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Analyses of HE in the region and programme descriptions and analyses	Programme coordinators
Method	Focus groups	Desk review	Interviews

EQ1 Both HOPES and SPARK are responding to the needs and increasing the perspectives of youth from Syria who are granted scholarships.

[JC1.1] Both programmes have defined the main needs of the Syrian refugees in terms of access to education, but do not sufficiently address the problems of access to the labour market.

Both HOPES and SPARK undertook adequate research in designing their programmes and have well defined the needs of refugees from Syria, although the responses to those needs, i.e. the design and implementation of the programmes, have proven in certain important regards (in particular English language training and access to the labour market) inadequate or insufficient. SPARK started activities in Lebanon a year before the Madad fund was granted, with funding from The Netherlands. Its project builds on the experience gathered during the year. Needs were defined within the framework of a feasibility study conducted in all countries of operation in the region where SPARK is providing scholarships.

DAAD, as the lead organisation for HOPES, is a relatively newer actor in Lebanon, albeit with a longstanding experience in managing scholarships throughout the world. It benefits from the experience of its partners, notably the British Council, which has a longstanding presence in the region, and Campus France with its offices in Beirut.

The two EUTF HE regional programmes, SPARK and HOPES, also organised regional conferences which were able to feed lessons learned and changing needs into all HE programmes. Both programmes will be organising additional regional conference throughout 2018 and 2019. Together with the national dialogue component of the HOPES programme, this could bring further elements to enable to programmes to adapt to changing needs and take into account new challenges and opportunities.



[Ind. 1.1.1] Both programmes show an alignment between the needs defined by them and the needs defined by the students during the focus groups.

In the project document, neither organisations address the need to access to the labour market which was highlighted as a major element by the focus group participants during the discussions. This has since then been acknowledge as a major problem by the programmes, but the extent to which the programme designs can be changed to adapt to labour market constraints is limited.

Thus, while the programmes do respond the needs in terms of study perspectives per se, they do not fully address the issue of opportunities after the study period, be it in terms of job opportunities or continuing study opportunities. As such, the programmes have focused on the numbers of students receiving scholarships and preparation, albeit at times insufficient, to undertake their studies, but not on what happens once the students graduate and how aligned the study choices are with job opportunities.

The table below compares the needs defined by SPARK and HOPES in the initial project documents, and the focus group participants.

Table 30: Comparison needs as defined by focus group and by Programmes - Lebanon

Responses from focus group participants	SPARK	HOPES
<ul style="list-style-type: none"> Financial factors: insurance, tuition, material (e.g. laptops) and books, stipends are insufficient, lack of dorms / accommodation 	<ul style="list-style-type: none"> Lack of finance 	<ul style="list-style-type: none"> High tuition fees and living expenses for students in host countries.
<ul style="list-style-type: none"> Language: English 	<ul style="list-style-type: none"> Language barrier 	<ul style="list-style-type: none"> Language skills
<ul style="list-style-type: none"> Documents required for studying: recognition of Syrian certificates is a lengthy process 	<ul style="list-style-type: none"> BAC diploma requirement 	<ul style="list-style-type: none"> Limited recognition of qualifications and incomplete documentation of former learning achievements.
<ul style="list-style-type: none"> Orientation and advice: choice of major, what is the correct major, which field is suitable, orientation as of secondary 		<ul style="list-style-type: none"> Syrian refugees unfamiliar with the host country's education system. A lack of information impedes students' chances of finding appropriate education opportunities.
<ul style="list-style-type: none"> Legal requirements for entry into / residency in Lebanon 	<ul style="list-style-type: none"> Residency 	
<ul style="list-style-type: none"> Limited study choices 		<ul style="list-style-type: none"> High competition at many local universities due to limited availability of study places.
		<ul style="list-style-type: none"> Local administrative staff has limited experience and therefore little capacity to provide refugees and other vulnerable groups with academic study and other learning opportunities.
<ul style="list-style-type: none"> Distance: transport is a major issue defined by students 		
<ul style="list-style-type: none"> Employment perspectives are very limited and there is no information available 		
<ul style="list-style-type: none"> Information on what further education opportunities are available; further opportunities to continue on to MA or PhDs 		
<ul style="list-style-type: none"> Funding for internships, no follow-up after graduation (with exception in some 		



universities).		
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Despite the fact that language has been identified as a major barrier, the English classes are insufficient, whether they are provided by the SPARK partner universities as a part of the package of services provided to the students, or through the HEEAP component of the HOPES programme. The overall number of students reached is insufficient, as is the level at which the courses are provided. During the focus group discussions, the students stated that HEEAP had been discontinued at LU because of this, as the majority of students found the course ill adapted to their needs (the course was in fact discontinued due to contractual restrictions from the EU). Two of the students stated that they had chosen subject areas in Arabic not because this was their preferred area of study but because their English level was insufficient to enable them to study anything else. Both the HOPES and SPARK interlocutors interviewed confirmed that this was indeed the case for many students.

While the HEEAP programme could have benefited from the experience and know-how of the British Council, it fails to provide an adequate English language course that effectively responds to the needs of the students. This is one of the main weaknesses of the HOPES programme throughout the countries where it is operating. The British Council representatives interviewed confirmed that the course, as it is currently offered, does not consider the level at which the student starts, the level required for studying a particular degree programme, nor does it provide opportunities for accessing further classes should the 100 hours prove insufficient.

During the focus groups, the students recommended the provision of English language courses that are better adapted to their individual needs and that effectively enable them to study what they want to study; providing the courses during the summer and/or at times that are compatible with their jobs; and that more opportunities for practice be integrated within the teaching methodology. Finally, a few of them stated that they had been able to find more suitable solutions for English classes via the internet, with free or cheap on-line courses, and that they were prepared to invest in such courses as it provided them with not only additional study opportunities but was also a requirement for many jobs.

Workload was stated as a major constraint by all students. They stated that most students are not performing well because they are also working full-time. Both programmes had taken the financial constraints of the students into account during the design phase, but it seems that the stipends provided are insufficient to allow students to study without having to work at the same time. None of the courses offered cater specifically for working students and it seems unlikely that this was one of the considerations during the negotiations with potential partner universities. LIU stated that their classes run from 8am to 9pm to ensure that working students can attend, and that MA courses start in the evening. However, students stated that evening classes pose the problem of transport and that, even if these were available (they did not seem aware of the evening classes offered by LIU), this was not covered by the programmes.

Access to educational material was also mentioned as a constraint. Access to academic publications, on-line journals and books is either difficult and/or too expensive. The students stated that they could set up book clubs to share the expenses.



Finally, focus group participants stated that there was a need for more information about the options available to them once they graduate. A mentoring programme could provide them with personal mentors who would help them throughout the programme, but also provide them with counselling and advice as to available options in the longer-term. Links with the labour market, through internships, would also be useful.

Judgement criterion 1.2.	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and their capacity for career development.		
Indicator 1.2.1.	Comparison of % of young Syrians in the programme with positive perspectives and Syrians not in the programme (studying / not studying).		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Existing surveys	Research
Method	Focus groups	Desk review	Developing scenarios

[JC1.2] Focus group students indicated that the EUTF Programmes had improved their perspectives for further studies and personal development but were sceptical about job opportunities.

No interviews were possible with Syrian youth not in the programmes. The focus group only included HOPES and SPARK scholarship grantees. All of the students participating in the focus group felt that their perspectives had improved in terms of access to HE. Their future after graduation seemed more uncertain. The majority stated that they would like to continue studying. Only 3 stated that they wanted to work after their studies.

[Ind. 1.2.1] N/A

Judgement criterion 1.3.	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality.		
Indicator 1.3.1.	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes.		
Data sources	Programme monitoring documents		
Method	Desk review		

[JC1.3] The EUTF programmes mention the difficulties in accessing the labour market in the country. However, the programmes have not built in pathways that could lead to better labour market access either in-country or regionally.

[Ind. 1.3.1] The programmes have not developed a systematic monitoring framework gathering key labour market information that can be made available to refugees. As identified by the focus group participants, their perspectives in terms of what to do after they finish their studies is clouded by a plethora of restriction. Regional job opportunities have not been considered.

The majority of the focus group students (12 out of 19) stated that they wanted to continue studying after completing their current degree. Of these 6 stated that they wanted to study in Europe or North America. Only 3 stated that they wanted to work and 4 that they wanted to return to Syria. While by no means representative of the aspirations of Syrian refugee youth in Lebanon, it can be taken as an indicator that, for students currently receiving scholarships, work perspectives in Lebanon or regionally are too difficult and that continuing to study is a more realistic prospect for them.

As mentioned in the introduction above, Syrian refugees have to sign a document stating that they will not work in Lebanon, and residency permits are difficult and costly to obtain. The Lebanese authorities are actively encouraging the return of Syrian nationals and Palestinian Refugees from Syria to Syria, and have in some cases referred to the need for Palestinian Refugees from Lebanon to leave the



country. As such, it seems unlikely that there will be any measures to facilitate their access to the labour market in Lebanon.

The HOPES CfP component could provide opportunities to address labour market constraints, either through research or innovative solutions for both Syrian refugees and Lebanese youth.

Some of the programmes' partner universities do monitor the labour market – as an example, LU has an observatory of the labour market and the LU representatives stated that the university was well connected to the private sector, including in the Gulf countries where some 30 percent of its graduates are working. However, it is unlikely that the observatory considers the particular constraints of refugees.

Indicator 1.3.2.	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students.		
Data source	Programme documents	Programme managers & academic staff	
Method	Desk review	Interviews	

[Ind. 1.3.2] HOPES allows students to freely chose the study area at the Lebanese University only, while SPARK pre-selects universities and courses according to the negotiated best price, and offers a closed list to students.

Both programmes are providing a wide range of study choices for students. HOPES scholarship holders have the opportunity to select any MA programmes at LU. Candidates can select three different choices, ranked by order of preference, in their application. HOPES provides counselling to ensure that the study choices are adequate.

Indicator 1.3.3.	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching).		
Data source	Applicants to % students in the programme	Programme reports & public communication tools	Field visits to service centres
Method	Focus groups	Desk review	Interviews

[Ind. 1.3.3] The services provided by the programmes are adequate and consistent for all students enrolled, although outreach targeting potential candidates and career guidance and orientation would need to be strengthened.

The services provided by the both SPARK and HOPES are listed below.

SPARK	HOPES
<ul style="list-style-type: none"> • Economic empowerment • SPARK Civic leadership training • English • Follow-up with students through WhatsApp • Orientation is done by the partner universities to varying degrees. 	<ul style="list-style-type: none"> • “Education Desks”: provide information on tertiary education choices, scholarship and language course opportunities and requirements. • Study catalogue made available on the website for the whole region (not a platform). • Ad hoc services offered (e.g. scientific research course) • Information is also shared via Facebook. Contact is also maintained through WhatsApp. • Preparatory English language courses offered by LU

SPARK provides a range of services to the students receiving scholarships, including the SPARK civil leadership training and English language training. Contact is maintained with the students through WhatsApp. Orientation services are provided by the partner universities and vary in terms of what is

offered. LIU for example provides career development and alumni services to all of their students, including Syrian refugee students. Preparatory courses are also made available for vulnerable secondary school students, which include English, robotics and economics. In negotiations with potential partner universities, there does not seem to be a requirement for any particular services to be provided for the students.

SPARK staff interviewed stated that one of the major constraints were the insufficient stipends provided to the students. Educational material, dorms, transport could not be covered with the current stipend amount. Focus group participants also mentioned the fact that stipends were insufficient to enable them study without working, and that this had an impact on their performance.

HOPES provides a wide range of services through the “Education desks”, as shown above in the table. The programme has not been able to reach the target numbers initially set per country (8,400), with only 15% reached so far in Lebanon. The Education Desks provide information for prospective students and applicants about study and scholarship opportunities. In addition, counselling and guidance is provided to students who have received a HOPES scholarship and are enrolled at university. Distance and transport have been cited as the main reason why target numbers have not been reached. There are plans to organise information sessions directly and universities and in camps to try to reach more people.

As mentioned above, English language courses are inadequately provided by HEEAP for students seeking to enter university at either Bachelor or Masters. Unlike Jordan, most Lebanese universities do not require prospective students to pass an English exam before being accepted. However, without an adequate level of English, students will simply not be able to follow the majority of courses. The HEEAP programme was organised at LU but, according to [redacted] discontinued due to EU financial regulations. LU offers its own English language courses for free, which may be a better option for the students.

Although not mentioned as an issue by the focus group participants, interviews with the different stakeholders did point to the overall absence of psychological support and services, either directly or through referrals. HOPES representatives stated more than 100 students had requested counselling and that it was an element that may be foreseen in a future project.

Finally, alumni clubs were either stated as not being available or not significant in supporting Syrian students. This may be an area to be explored in the future, as a Madad programme-wide initiative (see below under coherence and added value).

EQ 2 RELEVANCE	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?		
Judgement criterion 2.1.	The age brackets defined in the programmes are appropriate.		
Indicator 2.1.1.	# of accepted students by age / # of applications by age		
Data sources	Programme records	Young Syrian refugees not participating in EUTF programme	Conditions & regulations from non-EUTF programmes and participating universities
Method	Data analysis	Ref Focus group under EQ1	Desk research

EQ2 The EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to refugees from Syria and vulnerable youth from the host community, although the number of scholarships awarded are not sufficient to cover for the demand.



The number of applications received by the programmes only partially reflects the demand for scholarships and should therefore not be taken as a precise indicator. There are several reasons for this. Firstly, there are other scholarship programmes available and candidates do not necessarily knock on every door. Secondly, information about the scholarships is not always readily available. As such, youth wishing to study may not know of the scholarship opportunities available.

Scholarships are provided to both refugees from Syria, and Lebanese and Palestinian youth, with the objective of contributing to a fragile acceptance of support for Syrian refugees in the country. There is no state system which can provide the programme with information on vulnerable youth. As such, selection is based on self-declared responses to a set of criteria defined by the programmes.

The programmes assess vulnerability of Syrian and Lebanese students on the basis of self-declared responses to the criteria established by them in their application system. There is no state system establishing criteria for vulnerable Lebanese youth. Vulnerability criteria for Syrian refugees are difficult to assess in the absence of a protection status which is usually provided by UNHCR in other countries. Current UNHCR lists only contain profiles of Syrian refugees who were registered before the protection programme was stopped or those who still register on a voluntary basis. In addition, it is difficult to measure vulnerability and assess specific needs of some more vulnerable groups (young women, single-headed households, etc.). All respondents stated that women and girls struggle more with access to higher education because of travel restriction and family commitments. No specific or additional support is provided to girls and women despite this. Information is not collected by either programmes with regards to particularly vulnerable students.

The EUD Lebanon recommended that, taking into account the involvement of the MADAD TF in the social assistance sector, a reference to vulnerability criteria and systems like NTPT and the CAS/ILO household survey could be explored and potentially used by the future programmes in order to develop vulnerability criteria.

[JC 2.1] The age brackets defined by the programmes are adequate and both programmes show flexibility to adapt to the demand, although age is the first exclusion criteria for both programmes.

[Ind. 2.1.1] SPARK and HOPES target different levels of students, the former offering scholarships for TVET and Bachelor, the latter for Masters. Comparison is therefore not possible⁹⁹. However, SPARK received an average of nearly 5,000 applications per year, with 2,8% intake for TVET and 4,8% intake at Bachelor level. 19,1% of the MA 482 applicants received scholarships through the HOPES programme.

HOPES defines an age bracket between 18 and 32 years of age. As in other countries, HOPES has a flexible policy in terms of age, although age was stated as the first cut off point during the application process in Lebanon.

SPARK has set the age range between 17-24 years. SPARK representatives stated that this had been defined on the basis of an assessment showing that someone who is not in that age bracket will have

⁹⁹ Both HOPES and SPARK offer Bachelor scholarships, but the HOPES programme only offers these to Lebanese students.



more difficulties to return to studying. If there is an insufficient number of students in the target age bracket, students may be selected from the pool of candidates over the age limit.

Age was not perceived as a limitation during the focus group discussions.

As shown in the tables below, there is a considerably higher number of applications for the SPARK TVET and Bachelor programmes when compared to the HOPES Masters programme. This may be due to a more effective outreach from the SPARK programme, an easier application process¹⁰⁰, or the fact that demand for a BA in general is greater than for a MA programme.

It should be noted that the number of applications has been taken as an indicator of demand. It does not consider the applications for non-EUTF funded scholarships. It is therefore only partially accurate. Also to be taken into account is the fact that the more successful a communication campaign undertaken by the programmes, the more applications the programme would have received and the percentage of accepted students would concomitantly have decreased. Thus, this indicator should be taken in conjunction with the other relevance criteria, and not as a measure on its own.

Table 31: HOPES BA awarded versus applications - Lebanon

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 2 (2017)	228	170	58	0	0	58 (25,4%)	38 (22,4%)	20 (34,5%)	0	0

The percentage of accepted students to applicants stands at 25,4% for the HOPES Bachelor programme, with 22,4% of female applicants receiving a scholarship against 34,5% of males.

For the HOPES Masters, 38,9% of applicants received scholarships (40,0% of female applicants, and 38,5% of male applicants) during the first intake. The percentage of scholarships provided during the second intake dropped to 8,5% of applicants. The drop is due to the decrease in the number of scholarships provided by more than half, while the number of applications increase by a little less than half.

Table 32: HOPES MA awarded versus applications - Lebanon

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	167	0	0	50	117	65 (38,9%)	0	0	20 (40,0%)	45 (38,5%)
Intake 2 (2017)	315	0	0	97	218	27 (8,6%)	0	0	15 (15,5%)	12 (5,5%)
TOTAL	482	0	0	147	335	92 (19,1%)	0	0	35 (23,8%)	57 (17,0%)

Table 33: SPARK TVET awarded versus applications - Lebanon

	NO. OF APPLICATIONS			NO. OF SCHOLARSHIPS AWARDED		
	Nationals	From Syria		Nationals	From Syria	

¹⁰⁰ The SPARK application process is completely on-line, while for HOPES, a PDF questionnaire is available on-line to be downloaded, filled in and sent back by email.



	Total	Women	Men	Women	Men	Total	Women	Men	Women	Men
Intake 1 (2016)	4,931	0	0	2,495	2,436	85 (1,7%)	7	10	36	32
Intake 2 (2017)	5,224	0	0	2,314	2,910	195 (3,7%)	17	16	68	94
TOTAL	10,155	0	0	4,809	5,346	280 (2,8%)	24	26	104	126

There is overall an overwhelming amount of application compared to the number of scholarships awarded. For the TVET programme, both intakes witnessed over 4,900 applications, with 1,7% of scholarships awarded for the first intake and 3,7% for the second intake. The percentage of women who received scholarships compared to the number of female applicants is equal to that of men.

Table 34: SPARK BA awarded versus applications - Lebanon

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	4,931	0	0	2,495	2,436	112	0	0	53	59
Intake 2 (2017)	5,224	0	0	2,314	2,910	373	42	16	177	138
TOTAL	10,155	0	0	4,809	5,346	485	42	16	230	197

The same applies to the SPARK Bachelor programmes, although the percentage of scholarships awarded stands a little higher, at 2,3% for the first intake and 7,1% for the second intake, without much difference between women and men.

Judgement criterion 2.2.	The EUTF programmes have developed targeting and selection criteria that are sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.		
Indicator 2.2.1.	List of barriers effectively eliminated by the EUTF programmes		
Data sources	Programme documents	<ul style="list-style-type: none"> EUTF programme officers involved in the application process EU Delegations 	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).
Method	Desk review	Interviews	Ref Focus group under EQ1

[JC 2.2] The EUTF have developed targeting and selection criteria that correspond to the requirements of the context and maximise chances of success in as much as possible.

The number of scholarships available is small compared to the overall demand. Catering to all of the students who fall within the set criteria would be a feat in itself. It is difficult to conclude that those who most need scholarships are receiving them. In general, all youth who finish secondary school might be said to need an opportunity to continue their studies. Considering the overall plight of Syrian refugees, those who are seeking opportunities for scholarships to access higher education are probably not the most vulnerable. The most vulnerable most probably do not even start secondary – out of the estimated 60,000 youth aged 15-18 years, only 5% are enrolled in secondary public schools for the 2016-2017 school year¹⁰¹ – as they have to work to sustain their families.

What can be said is that, within the group of candidates who do apply for scholarships, the programmes are doing well in ensuring sufficient flexibility, and are providing a good level of counselling to those who do apply to help them to overcome as many barriers as possible for their entry into HE.

¹⁰¹ <https://data2.unhcr.org/en/documents/details/64037>, accessed on 25 July 2018



For vocational training, it is considered by SPARK as capacity-building to the institution. TVET institutions across the board are reportedly under-occupied, so this provides them with the opportunity to fill in spaces.

[Ind. 2.2.1] Both programmes have been designed to overcome as many barriers as possible and have adapted to the evolving situation in the country. Working with LU, HOPES is constrained by a more rigid system although it does provide for much lower fees and therefore an increase in the overall intake, and a good quality of education. SPARK is able to work with private universities which are able to waive a number of barriers, but the quality of education may not be guaranteed.

The table below compares the needs/barriers defined by the focus group participants and the initiatives undertaken by the programmes to overcome or mitigate them.

Responses from focus group participants	SPARK	HOPES
<ul style="list-style-type: none"> Financial factors: insurance, tuition, material (e.g. laptops) and books, stipends are insufficient, lack of dorms / accommodation 	<ul style="list-style-type: none"> Provision of stipends, although both the SPARK staff interviewed, and the focus group participants stated that the amount was insufficient to cover all their needs. AOB stated that if SPARK stipends are not sufficient, they can top it off. 	<ul style="list-style-type: none"> Provision of stipends plus a book allowance. Lebanese government is indirectly co-financing the MA programme as the fees paid by HOPES are subsidised.
<ul style="list-style-type: none"> Language: English 	<ul style="list-style-type: none"> Provision of English courses 	<ul style="list-style-type: none"> Provision of English (HEEAP), although insufficient and not adapted to the individual needs of students.
<ul style="list-style-type: none"> Documents required for studying: recognition of Syrian certificates is a lengthy process 	<ul style="list-style-type: none"> SPARK staff stated that residency is waived for enrolment throughout its partner universities. Additional barriers are waived by some partner universities (LIU for ex. only requires original diplomas to be submitted right before graduation) 	
<ul style="list-style-type: none"> Orientation and advice: choice of major, what is the correct major, which field is suitable, orientation as of secondary 	<ul style="list-style-type: none"> Some of the partner universities provide orientation, but it is not systematic. SPARK staff offer regular support to students. 	<ul style="list-style-type: none"> Education desks provide orientation and advice. The AUB project (CfP component) enhances access opportunities especially for girls to access HE.
<ul style="list-style-type: none"> Legal requirements for entry into / residency in Lebanon 		
<ul style="list-style-type: none"> Limited study choices 	<ul style="list-style-type: none"> Wide choice of TVET and Bachelor programmes in 13 universities and 8 vocational training centres. 	<ul style="list-style-type: none"> All Masters programmes at LU are available to students.
	In both cases, lack of knowledge of English limits the choices of the students.	
<ul style="list-style-type: none"> Distance: transport is a major issue defined by students 	<ul style="list-style-type: none"> SPARK has signed agreements with 13 universities and 8 vocational training institutes and students enrol in universities close to their homes to minimise transport costs. 	
<ul style="list-style-type: none"> Employment perspectives are very limited and there is no information available 		
<ul style="list-style-type: none"> Information on what further education opportunities are available; further opportunities to continue on to Masters or PhDs 		
<ul style="list-style-type: none"> Funding for internships, no follow-up after graduation (with exception in some universities). 		



Indicator 2.2.2.	# of students accepted that do not fully fall within the set criteria		
Data source	Programme records	Programme officers involved in the application process	
Method	Desk review	Interviews	

[In 2.2.2] There is no indication of a significant number of students accepted falling outside the set criteria.

There is insufficient data to assess the number of students who have been accepted falling outside the criteria set by the programmes. However, there is no indication that this would be of any significance as the demand for both, HOPES and SPARK scholarship of students falling within the set criteria far outweighs the number of students enrolled.

Judgement criterion 2.3.	The EUTF programmes have adequate measures in place to reduce drop-out rates.		
Indicator 2.3.1.	Dropout rates by EUTF programme / university / area of study / gender		
Data sources	Programme and university records		
Method	Data analysis		

[JC 2.3] While the programmes stated that they were effectively following-up with students to minimise drop-out rates, the drop-out rates for the SPARK programme are particularly high. HOPES fares better in this regard. The number of drop-outs for the SPARK second intake should be closely monitored to check how and whether support and follow-up has worked.

[In 2.3.1] Drop-out rates are high for the SPARK programme, standing at 42,0% of the first intake for the Bachelor programmes and 45,5% for the first intake of the TVET programmes. HOPES programme drop outs stand at 8,5% for the first intake.

Table 35: Overall enrolment and dropout rates - Lebanon

	HOPES Bachelor		HOPES Masters		SPARK TVET		SPARK Bachelor	
	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs
Intake 1 (a.y. starting 2016)	0	0	71	6 (8,5%)	156	71 (45,5%)	193	81 (42,0%)
Women	0	0	22	2 (9,1%)	73	30 (41,1%)	90	37 (41,1%)
Men			49	4 (8,2%)	83	41 (49,4%)	103	44 (42,7%)
Intake 2 (a.y. starting 2017)	58	0 (0,0%)	28	1 (3,6%)	224	29 (12,9%)	389	16 (4,1%)
Women	38	0	16	1 (6,3%)	96	11 (11,5%)	223	4 (1,8%)
Men	20	0	12	0 (0,0%)	128	18 (14,1%)	166	12 (7,2%)

Drop-out rates for the HOPES programme in Lebanon stand at 9,2% for the first intake and 3,7% for the second intake. There is no a significant difference between female and male rates.

The drop-out rates for the SPARK programme are significant. 42,0% and 45,5% of students dropped out from the first intake of the TVET and Bachelor programme. This was reduced during the second intake, currently standing at 4,1% and 12,9% for Bachelor and TVET respectively but may be increasing as the academic year progresses. SPARK staff stated that the fact that TVET was not perceived by students as prestigious was a factor contributing the high drop-out rates. They also stated that stipends were insufficient, which may mean some students need to drop-out to be able to secure a livelihood.

Judgement criterion 2.4.	EUTF programme records and external sources show that access is being given to local vulnerable youth.		
Indicator 2.4.1.	% of students accepted compared to demand for each target group.		
Data sources	Programme documents	National media and reports	
Method	Desk review	Desk review	



[JC 2.4] Both programmes provide opportunities for Lebanese vulnerable youth and in doing so, help to mitigate potential social cohesion problems.

[Ind. 2.4.1] HOPES provides a Bachelor scholarship exclusively to Lebanese vulnerable youth, with a current 58 students being supported; while between 12% and 17,9% of all of the SPARK scholarships are granted to Lebanese students.

Table 36: Scholarships awarded versus applications Lebanese nationals - Lebanon

	Total applications	Lebanese applications (% of total applications)	Total scholarships	Scholarships granted to Lebanese youth (% of total scholarships)	% of students accepted compared to demand from same group
HOPES Bachelor	228	100 (100%)	58	58 (100%)	25,4%
HOPES Masters	Not offered to Lebanese youth				
SPARK TVET	10,155	Not available	280	50 (17,9%)	? %
SPARK Bachelor	10,155	Not available	485	58 (12,0%)	? %

Indicator 2.4.2.	EUTF programmes have verifiable vulnerability criteria for screening local youth.		
Data source	Programme documents	Programme officers	
Method	Desk review	Interviews	

[Ind. 2.4.2] There is no official reliable verification mechanism to assess vulnerability; the programmes rely on the self-declared responses of the candidates.

The programmes have their own application mechanism which contains a set of questions to be answered by candidates. While age and merit are the first cut-off criteria, vulnerability is then assessed on the basis of the answers provided by the applicants. Both programmes stated that there is no official list against which they can verify the status of the Lebanese youth.

EFFECTIVENESS

EQ 3 EFFECTIVENESS	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?		
Judgement criterion 3.1.	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context.		
Indicator 3.1.1.	% of achievement according to EUTF programme progress and result indicators		
Data sources	Logframe & monitoring reports	Programme management	EU Delegations
Method	Desk review	Interviews	Interviews

EQ3: The programmes have been effective in achieving desired results, especially in terms of numbers of scholarships awarded. Both programmes have had more difficulties in reaching targets in terms of counselling and support services for students, with a resulting high drop-out rate for SPARK, and a very low number of youths using the counselling services provided by HOPES. The other components of the HOPES programmes (HEEAP, Cfp) have been not reached desired results.

The programmes have exceeded their targets in terms of numbers of scholarships provided to both vulnerable Lebanese youth and Syrian refugees, even considering the high drop-out rates for the SPARK programme. HOPES' counselling component is well below target for all countries, standing at 1,280 persons reached compared to the 8,400 targeted, for the reasons explained above. The HEEAP component is facing similar difficulties, with only 70 students having completed the course so far (compared to the 1,000 targeted). The call for proposals component while faring well overall shows a low rate of response for Lebanon (15 projects submitted for Lebanon compared to 60 for Jordan and



47 for Turkey). Only one project was selected for Lebanon, while a total of 7 have been projected. Outreach for the second call for proposals will have to increase to attract more organisations to submit. Finally, the HOPES has organised one regional conference (of the two targeted) and one national dialogue (of the four targeted for Lebanon).

The log frame indicators of both programmes are by and large quantitative. The extent to which the programmes will be able to measure the impact of their interventions beyond enrolment rates and outreach to target beneficiaries remains to be seen. Neither programmes have defined the extent to which scholarship grantees are able to integrate the labour market (either in a return, relocation or host country scenario), although this may be one crucial impact indicator for the longer term.

[JC 3.1] With some delays in achieving desired results for some components of the HOPES programme, scholarship targets have been exceeded for both HOPES and SPARK, with both programmes able to adjust and take advantage of some opportunities, although many lessons learned have, as yet, not been integrated.

A lot of information has been gathered from the programmes as to what is working and what needs to be improved. While the programmes have been able to take advantage of either negotiated rates with universities (SPARK) or low registration / tuition fees from the LU (HOPES), enabling them to enrol more students than foresees, the extent to which they are adapting to other aspects of the changing landscape and to the feedback provided by the students is less certain. Having said this, HOPES has been negotiating with the EU for more flexibility with regards to the calls for proposals component as well as the sub-grant amounts which are constraining the projects that are implemented national organisations. Thus, the HEEAP programme initially provided at the LU was discontinued because of EU constraints, and the fact that there is such a low amount of proposals submitted may also be due to the 60,000 € limit on the total amount that can be granted, coupled with the fact that a same organisation cannot continue a successful project during the second round.

Despite these EU imposed regulation, there may be leeway for the programmes to modify some of the other elements of their programmes which are currently weak, for example the low stipends provided to students, which for SPARK may be a reason for the very high drop-out rates; and the provision of English courses which remains inadequate.

[Ind. 3.1.1] The programmes have been successful in maximising the number of scholarships within the given budget, with both SPARK and HOPES exceeding their targets. The other components of the HOPES programme have fared less well, with difficulties in achieving targets.

Table 37: Achieved versus targets all scholarships - Lebanon

	HOPES scholarships		SPARK TVET scholarships		SPARK Bachelor	
	Target	Reached	Target	Reached	Target	Reached
Target	60	150	250	280	400	485
Women		73		128		272
Men		77		152		213



Judgement criterion 3.2.	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.		
Indicator 3.2.1.	# of barrier-eliminating waivers/agreements that have been achieved / # of barriers added.		
Data sources	<ul style="list-style-type: none"> HE Institutions HE authorities 	Programme documents, MoU, regulatory information	<ul style="list-style-type: none"> EUTF programme managers EU Delegations
Method	Interviews	Desk review	Interviews

[JC 3.2] HOPES has been able to capitalise on the one benefit stemming from working with the only public university in the country. However, in general, the context remains highly constrained and it seems unlikely that the government will ease any of the current restrictions impacting upon the ability of Syrian refugees to access higher education.

According to UNHCR, the Ministry of Higher Education has consistently been scaling up access for formal education for all vulnerable children in each school year since the onset of the crisis¹⁰². This applies to children between 3-18 years of age in Lebanon. Despite this, the situation remains worrying, especially for secondary school, where enrolment stands at 5% of the target population, with a ripple effect on tertiary education. In addition, and despite these efforts, the government by and large aims for a return of Syrian refugees to Syria. Facilitating access to the labour market, easing barriers for residency permits or for opening of bank accounts, amongst others, does not seem to be on the government's agenda, on the contrary. The extent to which the programmes can realistically have an impact on these restrictions is at best weak. The programmes do not have the clout to be able to exert the type of influence that would be needed to change policy.

Unlike the Back to School Programme campaign for the 2017-18 school year, entitled 'School Heroes', where the MEHE joined efforts with fourteen donor countries and funds, four UN agencies, and more than 45 national and international NGOs provided financial, operational and logistical support to facilitate access to education; there is no such critical mass in terms of the number of stakeholders working in the area of higher education; neither is coordination ensured, even amongst the EUTF HE programmes.

While policy level remains constrained, LU, the only public university in the country, does welcome Syrian students, at rates that are much lower than that of its private counterparts. This means that the government is co-financing the HOPES scholarships as the LU fees are subsidised. LU representatives stated that the university could take in more Syrian students. In effect, the number of Syrian students studying in Lebanon before the war was higher.

[In 3.2.1] For the moment, the government has not waived any barriers that have an impact on the ability of Syrian refugees to access higher education.

Judgement criterion 3.3.	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon.		
Indicator 3.3.1.	Impact monitoring documentation exists in the EUTF programmes (y/n)		
Data sources	Programme documents		
Method	Desk review		

[JC 3.3] There are some positive secondary effects starting to emerge, but they are not necessarily acted upon by either of the programmes.

[Ind. 3.3.1] Impact monitoring is not yet undertaken by the programmes, and impact indicators will have to be strengthened.

¹⁰² <https://data2.unhcr.org/en/documents/details/64037>, accessed on 30 July 2018



The impact of the programmes is for the moment difficult to measure. The programmes have run for too short a time and the number of graduates is too small, with the majority still studying. However, the extent to which impact can be measured fully is limited if it is based solely on the logical frameworks submitted by the programmes. The logframes focus by and large on numbers of youth enrolled and finishing their studies, but no indicators relating to what the youth will actually do after they graduate have been defined. As such, neither programmes contain, in their design, tracer studies. Stakeholders interviewed stated that it would be difficult to keep track of Syrian students after they graduate as most of them would probably be working illegally.

Indicator 3.3.2.	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.		
Data source	<ul style="list-style-type: none"> EUTF programme managers EU Delegations Other donors 	National stakeholders	Programme documentation, donor reports, national reports & media review
Method	Interviews	Interviews	Desk review

[Ind. 3.3.2] Secondary effects are for the moment limited, but have been reported as consisting mainly of the capacity strengthening that the programmes are providing to their partner universities.

Partner universities have derived additional benefits from being involved in the programmes. Thus, SPARK stated that it is considered as a capacity-building institution, especially by its TVET partners, as these institutions are often under-occupied. The programme thus enables them to fill in spaces.

Through HEEAP, HOPES is also providing capacity-strengthening for its partner universities.

Finally, the *esprit de corps* that may be a uniting factor amongst the Lebanese and Syrian students benefitting from the programmes could be an important secondary effect. During the focus group discussions, the exchanges between the all of the students were very positive and dynamic. They gave a sense that all of the students, Syrian and Lebanese alike, were trying to find solutions together for each other. Whilst this remains anecdotal as only 19 students participated in the focus groups, it may be something worthwhile to cultivate.

EQ 4 EFFECTIVENESS	To what extent are regionally managed programmes more effective or not than nationally managed programmes?		
Judgement criterion 4.1.	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered.		
Indicator 4.1.1.	Comparative scores of each option ⁴		
Data sources	All relevant findings of the evaluation		
Method	Comparative score card / radar charts		

This question is treated across programmes and contexts in the main body of the report

EFFICIENCY

EQ 5 EFFICIENCY	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?		
Judgement criterion 5.1.	The review of the different approaches and modalities ⁵ inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.		
Indicator 5.1.1.	Comparative per student cost for comparable service levels		
Data sources	Financial data of the EUTF programmes	Financial managers	EU Delegations
Method	Comparative score card	Interviews	Interviews

EQ5 Both programmes seek to maximise the number of students within the set budget which, whilst not bringing significant disadvantages to the students, does not provide them with a full range of choices.

[JC 5.1] HOPES has been able to reduce the costs of the registration fee by working with LU, and SPARK is able to negotiate the best possible prices with a range of universities. This somewhat restrains the choices of the students, but does provide for a greater number of scholarships available.



[Ind. 5.1.1]: An overview across programmes levels and contexts is provided in the main body of the report

COHERENCE

EQ 6 COHERENCE	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?		
Judgement criterion 6.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria.		
Indicator 6.1.1.	Degree of overlays and gaps in the mapping		
Data sources	Programme design and reports	Programme managers	EU Delegations
Method	Mapping	Interviews	Interviews

EQ6: The scholarships component of the EUTF programmes are complementary in that each programme provides scholarships at different levels. However, many of the services provided by the programmes could be substantially strengthened through enhanced coordination and collaboration.

[JC 6.1] There is complementarity in terms of the level of study as SPARK and HOPES target students at different levels, but the programmes and the Syrian refugees would benefit from enhanced coordination and collaboration on certain activities, to ensure a more adequate support throughout the study pathway of the students.

[Ind. 6.1.1] There are no overlays and duplications between the programmes mainly due to the different groups targeted by each programme, but there is insufficient coordination to optimise the services offered by each programme.

As in other countries, coordination amongst the EUTF HE programmes is weak. Representatives of both the SPARK and HOPES programme agreed that enhanced coordination would strengthen effectiveness, efficiency and impact. It could also provide an overall view of the types of courses selected by the students, and the expertise of the graduates at both national and regional levels; create bridges between TVET, Bachelor and Masters scholarships, therefore enhancing the study pathway possibilities for students; provide for a more coherent and complete provision of English language courses and other support services; and create an *esprit de corps* amongst the EUTF scholarship holders, which, as was shown during the focus group discussions, could help establish closer links between national and Syrian refugee grantees. It would also enable the programmes to learn from each other, and share best practices and lessons learned. The regional conferences have helped in this regard. The national dialogues organised by HOPES could also be used for this purpose.

EQ 7 COHERENCE	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and have these been taken into account?		
Judgement criterion 7.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes.		
Indicator 7.1.1.	Degree of overlays and gaps in mapping		
Data sources	Programme design & reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Mapping	Interviews	Interviews

EQ 7: Complementarities and synergies with other EU and non-EU instruments are insufficiently explored.

A roundtable coordination mechanism is in place in Lebanon, led by UNHCR and UNESCO, with all of the other actors providing scholarships for Syrian students participating. UNHCR has also established a global partnership with DAAD. UNHCR representatives stated that the collaboration with HOPES had



been very positive so far, also due to the complementarity of the initiatives with HOPES being able to address the needs of the host community, whether as the DAFI programme is only open to refugees.

Regional conferences organised by different stakeholders, including SPARK and HOPES, do enable the exchange of lessons learned and an opportunity to advocate jointly for policy change. UNHCR has shown interest in adopting the SPARK application system, which is one of the strengths of the programme, but the strained relations, as reported by the UNHCR representatives in Lebanon, have hampered the process so far. According to UNHCR representatives, SPARK has, up to now, been unwilling to share information. The situation may change as an MoU is currently being negotiated at HQ level to ensure data sharing.

Considering the level of demand for scholarships, there is no duplication for the moment. Care should, however, be taken to ensure that the scholarships and support are not being given to a same student from various sources. This has not been reported as a problem by any of the stakeholders interviewed.

As stated above, enhanced coordination would improve the support of youth throughout the study pathway, from the end of secondary school until their entry into the labour market, be it in the host country, in a third country, or in Syria.

The EUD is working on the basis of a Joint Humanitarian Development Framework, which enables links between the different areas (protection, education, health, WASH, resilience, livelihood, social stability). While this is a good practice, implementation of programmes is still very much compartmentalised. The fact that regional programmes such as SPARK and HOPES are selected at Brussels level has been reported by EUD representatives as not being conducive to strengthening the coherence amongst the various programmes targeting Syrian refugees. Links between different instruments could also enhance some of the aspects of the EUTF HE programmes (for example, with the People to People / EIDHR instruments, Erasmus +, which could offer opportunities to scale up some of the HOPES CFP projects).

All stakeholders agreed that there was a need for a more coherent intervention in favour of Syrian refugees across the board, taking into account the entire lifecycle of the refugees.

[JC 7.1] There does not seem to be any duplication as the provision of scholarships. Services offered to students is currently insufficient to cover for the demand, however the complementarity between the different programmes, be it EU or not EU is not maximised.

[Ind. 7.1.1] Overall, the provision of scholarships does not respond to the demand, and some gaps remain, notably the provision of English language courses at an adequate level.

Judgement criterion 7.2.	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives.		
Indicator 7.2.1.	Existence of joint or complementary initiatives		
Data sources	Minutes of meetings & programme reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Desk review	Interviews	Interviews

[JC 7.2] The roundtable coordination mechanism in place in Lebanon, led by UNHCR and UNESCO, with all of the other actors providing scholarships for Syrian students participating ensure exchanges between the relevant stakeholders, although they have not produced significant joint activities.



[Ind. 7.2.1] There are no joint activities organised amongst the different projects, although there is a fair degree of complementarity between the different projects, both EU and non-EU funded.

SUSTAINABILITY

EQ 8 SUSTAINABILITY	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?		
Judgement criterion 8.1.	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.		
Indicator 8.1.1.	Possible scenarios shape the programme design (y/n)		
Data sources	Programme managers	EU Delegations	
Method	Interviews	Interviews	

EQ 8: Sustainability in the context of different scenarios was not considered at the on-set of the programmes, with the main focus being on enrolling the targeted number of students.

[JC 8.1] Different scenarios have not been considered explicitly by either programmes, with a return scenario predominating in the design of the programmes.

[Ind. 8.1.1] Both programmes developed their projects on the basis of a return scenario, although social cohesion has been considered.

The SPARK representatives in Lebanon stated that the programme had been based on a return scenario only. With the situation evolving, SPARK has contracted an external consultant to look into other scenarios and adapt its strategy accordingly. HEEAP representatives equally stated that the return scenario was the main basis, although there was now a need to adapt as return was not a straightforward option for the majority of Syrian refugees.

Within a return scenario, a number of interlocutors stated that there may be a problem with the recognition of Lebanese diplomas in Syria despite the pre-conflict bilateral agreement between Lebanon and Syria allowing for mutual recognition of secondary and tertiary education certificates. The Lebanese curriculum being aligned with Bologna, BA degrees are of three years in Lebanon, while in Syria they are of four years. The missing year may be an issue for Syrian universities to recognise the BA degrees from Lebanon. The LIU representatives interviewed stated that the university could offer an additional year, consisting of a teaching certificate, which could provide for the missing credits.

HOPES representatives stated that this could be the theme of a next national dialogue, as it is, and will increasingly be should there be an increase in the number of Syrian refugees returning to Syria, an issue of concern for the graduates. In general, programmes should ensure exchange and coordination with existing initiatives addressing the recognition of qualifications.

Both programmes have also responded to the needs of Lebanese vulnerable youth. Not only is this an important measure for the host community, it also contributes to strengthening a fragile social cohesion in an increasingly strained context. As mentioned above, the sustainability of the programmes also hinges upon the acceptance of the government and the host community of the support provided to Syrian refugees, and of the active involvement of authorities, at all levels, in the programmes.

Judgement criterion 8.2.	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years.		
Indicator 8.1.1.	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments.		
Data sources	HE authorities	EU Delegations	Other relevant donors
Method	Interviews	Interviews	Interviews



[JC 8.2] National programmes targeting young Syrian refugees and access to HE seems unlikely, with the Lebanese government focusing primarily on primary and secondary education.

[Ind. 8.2.1] There will be continued placements for refugees in Lebanon's only public university, but additional funding over the next 5 years from the national government is unlikely.

With the highest ratio of refugee-to-nationals in the world, the Lebanese government has taken many initiatives to improve the access of Syrian refugee children in the education system. However, higher education does not seem to be a priority for the Lebanese government priority, also considering the many issues at primary and secondary education level, and the integration of graduates into the labour market is counter to the government's preferred return scenario. This means that the situation for Syrian youth will not be easier in Lebanon. Despite this, and as has been stated above, Lebanon's only public university, LU, will most likely continue to host Syrian refugees, with or without scholarships, at a subsidised registration fee.

Some private universities have also been increasing their support to Syrian refugees and/ or seeking additional funding for project targeting Syrian refugees. According to the interviews carried out, these initiatives have not involved the EUTF programmes. Thus, for example, the AUB is implementing a DFID-funded project with King's College London, Al Bayt University, FutureLearn and Kiron seeking to increase access to HE and quality vocation training programmes for Syrian refugees and vulnerable members of the host communities aged 18-25. The project includes an on-line component. LIU representatives stated that they provided and will continue to provide scholarships for Syrian refugees, outside the EUTF programme. The AOB has been providing financial support to Syrian refugees with funding from the AGFUND and will most likely continue to do so.

EU ADDED VALUE

EQ 9 EU ADDED VALUE	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?		
Judgement criterion 9.1.	Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.		
Indicator 9.1.1.	Degree of awareness and sense of opportunity amongst students in focus groups		
Data sources	Students		
Method	Ref focus groups EQ1		

EQ 9: Both programmes ensure proper EU visibility throughout their outreach initiative and communication with target groups and stakeholders, but such efforts are much less visible from the partner universities.

[JC 9.1] Target groups and stakeholders have a strong awareness of the EU funding and the perspectives it offers.

[Ind. 9.1.1] Students have a high degree of awareness of the HE opportunities provided by the EU.

All of the focus group students, except one, had a certain degree of awareness of the EU's role in the provision of scholarships. Like in Jordan, the students had hopes that the link between the programmes and the EU would provide them with further opportunities to study in Europe. Twelve of the 19 students interviewed wanted to continue studying at Masters or PhD levels, and out of those, half wanted to continue their studies in Europe. For many students, continuing their studies is a more realistic perspective. The alternative is entering the Lebanese labour market below their qualification



level and most probably without a legal status. Thus, for all of the students the EU provides HE opportunities, but no links to the job market.

Indicator 9.1.2.	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.		
Data sources	Websites, brochures, social media		
Method	Desk review		

[Ind. 9.1.2] EU visibility is adequate on SPARK and HOPES material, but not visible on partner universities websites.

EU visibility is adequate on the websites, brochures, social media and documentation of the both programmes. Unlike Jordan with the Edu-Syria corners, visibility in the partner universities visited was much less prominent. Most of the partner university websites had no information about the EUTF HE programmes.

EQ 10 EU ADDED VALUE	What types of EU added value can be distinguished and at what levels do they have a significant effect?		
Judgement criterion 10.1.	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.		
Indicator 10.1.1.	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region.		
Data sources	Steering committee minutes of meetings and HE conferences	<ul style="list-style-type: none"> National HE authorities Management of universities 	
Method	Desk review	Interviews	

EQ 10:

[JC 10.1] The programmes remain very relevant. There is, however, an overall tendency to operate in silos, be it within the Madad fund as a whole, with other EU instruments, or with other organisations, but there are opportunities to expand the scope of the programmes for a more comprehensive EU support in the region.

All stakeholders, and the EUD in particular, agreed with the need for enhanced coordination and links amongst the different EU-funded initiatives targeting Syrian refugees, but also seeking opportunities for them in other programmes. Programmatic links between secondary school programmes on the one hand, and access to the labour market on the other, are to-date not sufficiently explored. Additionally, strengthened links with other EU instruments, for example the EIDHR, would be beneficial. Providing graduates with information on the various opportunities that stem from projects funded by the EU and outside the EU would also increase their perspectives and range of choices.

[Ind. 10.1.1] No direct actions have been taken by the EUTF programmes with regards to national qualifications frameworks, recognition of degrees and transferability of credits across the region.

HE experts in and of the region have been working on national qualifications frameworks, recognition of degrees and transferability of credits across the region before the EUTF programme started and are continuing to do so. There is some increased awareness due to the difficulties encountered by students in validating their degrees across the region. So far, the EUTF programmes have not directly addressed these kinds of policy-level issues.

Judgement criterion 10.2.	The EU programmes have created a regional HE response to the Syrian refugee crisis.		
Indicator 10.2.1.	No. of regional level meetings sponsored by the EU.		
Data sources	EU reports		
Method	Desk review		

[JC 10.2] The regional conferences, organised by HOPES and SPARK, have garnered increased interest in the Syrian refugee crisis, but the extent to which they have increased the funding for HE



programmes and facilitated the integration of Syrian youth HE programmes across the region and in Europe remains to be verified.

[Ind. 10.2.1] Both SPARK and HOPES have organised one regional conference each within the framework of the Madad fund.

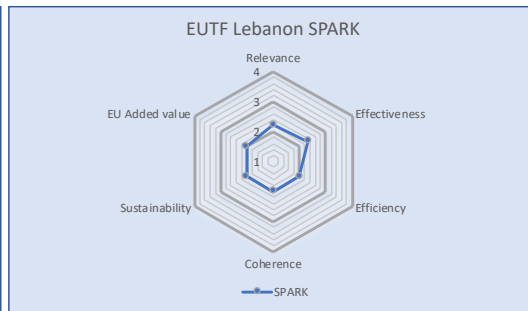
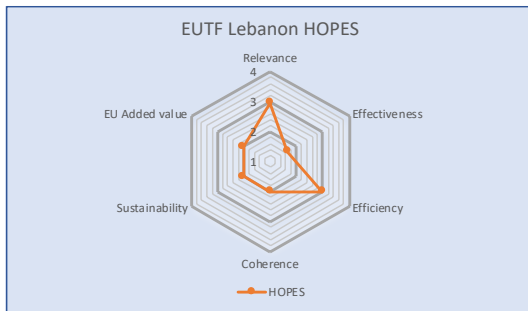
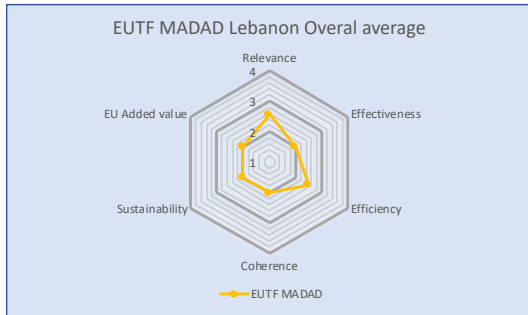
Anecdotal evidence suggests that there has been an increased interest in HE programmes for Syrian refugees following the conferences that have been organised by both HOPES, SPARK and the EU. Whether or not there is increased funding from a wider source of donors, and whether or not there are positive policy changes in the countries concerned to ensure longer-term solutions for refugees remains to be seen. Nevertheless, the conferences do provide an opportunity to exchange experiences between the stakeholders involved in HE for refugees from Syria in the region; disseminate information on the situation and needs; and provide a forum for the refugees themselves to voice their concerns and aspirations.

Indicator 10.2.2.	Frequency of national media reports on EU HE initiatives.		
Data sources	National media		
Method	Desk review		

[Ind. 10.2.2] Six monthly EUTF mentions in the media as measured between January 2017 and August 2018



6. Lebanon Scorecards



EUTF SCORECARD LEBANON		PRG		Descriptors				
		HOPEs	SPARK	4	3	2	1	
EQ 1 REL	To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?	2.89	2.78					
JC 1.1	The needs of Young Syrians have adequately been defined by the programmes	3.00	3.00					
In 1.1.1	Comparison of needs as defined by the programmes and those expressed by focus group respondents	3.00	3.00	All important needs are covered	Most important needs are covered	Important needs are not covered	Lack of alignment	
JC 1.2	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and career development	3.00	3.00					
In 1.2.1	The degree to which students in focus groups expressed an improvement of their perspectives and prospects through the programme	3.00	3.00	Significant personal and labour market perspectives	Significant personal development and further study perspectives	Personal development	no difference	Need focus group results
JC 1.3	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality	2.67	2.33					
In 1.3.1	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes	2.00	2.00	Monitoring framework captures all key information	Monitoring Framework captures partially	Ad hoc gathering of information	No monitoring	Labour market matrix
In 1.3.2	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students	3.00	2.00	A transparent mechanism aligns best quality to relevant competence	The mechanism allows students to judge and choose	Based on professional judgement by PRG management	No mechanism	HOPES preselected LU which has a standing as good quality university within which students can freely choose SPARK offers a portfolio of private universities based on package deals
In 1.3.3	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching	3.00	3.00	Consistent provision of the full package	Consistent provision of partial package	On call services and support	inadequate support	With psychosocial support missing
EQ 2: REL	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?	3.00	1.63					
JC 2.1	The age brackets defined in the programmes are appropriate	3.00	2.00					
In 2.1.1	# of accepted students by age / # of applications by age	3.00	2.00	Vulnerability GPA Age bracket	GPA Vulnerability Age bracket	Age bracket Vulnerability GPA	Age bracket GPA Vulnerability	
JC 2.2	Targeting and selection criteria that sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.	3.00	2.50					
In 2.2.1	List of barriers effectively eliminated by the EUTF programmes	3.00	3.00	All identified barriers eliminated and new ones addressed	Most important barriers are eliminated and new ones addressed	Important barriers are still in place	Lack of alignment	
In 2.2.2	# of students accepted that do not fully fall within the set criteria	3.00	2.00	Outreach and application process is inclusive	Limited outreach coverage with inclusive application process	limited outreach and restricted application process	exclusive outreach and application process	Take up of CFP is low in Lebanon SPARK is very strict with eligibility criteria
JC 2.3	The EUTF programmes have adequate measures in place to reduce drop out rates.	4.00	1.00					
In 2.3.1	Average dropout rates by EUTF programme (intake 1 across levels)	4.00	1.00	Less than 10%	10- 20%	21- 30%	30%+	
JC 2.4	EUTF programme records and external sources show that access is being given to local vulnerable youth	2.00	1.00					
In 2.4.1	% of students accepted compared to demand for each target group	3.00	1.00	31-40%	21-30%	10-20%	Less than 10%	
In 2.4.2	EUTF programmes have verifiable vulnerability criteria for screening local youth	1.00	1.00	From official reliable verification mechanism	From documents plus other secondary source	Selfdeclared with own verification	From self declared	



EUTF SCORECARD LEBANON		PRG		Descriptors				
		HOPES	SPARK	4	3	2	1	
EQ 3: EFFECT	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?	1.67	2.33					
JC 3.1	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context	2.00	4.00					
In 3.1.1	% achievement according to EUTF programme progress and result indicators	2.00	4.00	Timely achievement of all indicators	Timely achievement of most important indicators	Delayed achievement of most important indicators	Limited achievement of most important indicators	HOPES suffers from low achievement in HEEAP and Counselling components
JC 3.2	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.	2.00	2.00					
In 3.2.1	# barrier-eliminating waivers/agreements achieved / # of barriers added.	2.00	2.00	State and PRG work closely together to obtain a comprehensive package of official waivers and elimination of barriers	PRG negotiates state waivers and eliminates barriers where possible	PRG has no influence on the state and finds ways to alleviate barriers	State is adding barriers and PRG struggle to adapt	
JC 3.3	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon	1.00	1.00					
In 3.3.1	Impact monitoring documentation exists in the EUTF programmes y/n	1.00	1.00	Impact monitoring framework captures all key information	Impact monitoring Framework captures information partially	Ad hoc gathering of impact information	No impact monitoring	
In 3.3.2	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.	1.00	1.00	Timely responses initiated by stakeholders and beneficiaries	Delayed responses emerge from stakeholders and beneficiaries	PRG has to prompt stakeholders and beneficiaries to respond	PRG has to solve secondary effects or leave them unaddressed	
EQ 4: EFFECT	To what extent are regionally managed programmes more effective or not than nationally managed programmes?	0.00	0.00					
JC 4.1	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered	0.00	0.00					
In 4.1.1	Comparative scores of each option							This question cannot be rated in the scorecard
EQ 5: EFFIC	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?	3.00	2.00					
JC 5.1	The review of the different approaches and modalities[1] inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.	3.00	2.00					
In 5.1.1	Comparative per student cost for comparable service levels	3.00	2.00	Cost efficient while offering additional advantages for stakeholders and beneficiaries	Cost efficient without significant disadvantages for stakeholders and beneficiaries	Cost efficient with significant disadvantages for stakeholders and beneficiaries	Less cost efficient without significant advantages for stakeholders and beneficiaries	SPARK increases BA student numbers with 50% on the back of very high dropout rates. HOPES makes huge budget savings through lower LU fees and almost triples MA student numbers with very low dropout rates
EQ 6: COH	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?	2.00	2.00					
JC 6.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria	2.00	2.00					
In 6.1.1	Degree of overlays and gaps in the mapping	2.00	2.00	Intended high complementary without gaps or duplication	Coordinated self optimisation with some gaps or duplication	Uncoordinated parallel self optimisation with some gaps or duplication	Parallel functioning with self optimisation regardless of coherence	All levels covered. Important pathway gaps, and lack of coordination and cooperation among programmes
EQ 7: COH	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and have these been taken into account?	2.00	2.00					
JC 7.1	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes	2.00	2.00					
In 7.1.1	Degree of overlays and gaps in mapping	2.00	2.00	Intended high complementary without gaps or duplication	Coordinated self optimisation with some gaps or duplication	Uncoordinated parallel self optimisation with some gaps or duplication	Parallel functioning with self optimisation regardless of coherence	
JC 7.2	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives	2.00	2.00					
In 7.2.1	 Existence of joint or complementary initiatives	2.00	2.00	A comprehensive framework of joint initiatives produces synergies	Coordination efforts produce some joint initiatives	Coordination produces information exchange	No coordination	

	EUTF SCORECARD LEBANON	PRG		Descriptors				
		HOPES	SPARK	4	3	2	1	
EQ 8: SUS	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?	2.00	2.00					
JC 8.1	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.	2.00	2.00					
In 8.1.1	Possible scenarios shape the programme design (y/n)	2.00	2.00	PRG design is aligned to creating multiple perspectives for different possible scenarios	PRG design mainly geared towards job perspectives in the current environment or return to Syria	PRG designs mainly geared to high levels of access to HE and output of graduates with relevant competencies	PRG designs mainly geared to high levels of access to HE and output of graduates	
JC 8.2	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years	2.00	2.00					
In 8.2.1	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments	2.00	2.00	Host country funding in place or PRG activities generate complementary funding and actions from host nation	PRG activities generate request for inclusion of host country vulnerable youth and facilitating action for SR	PRG activities generate reluctance and requests for inclusion of host country vulnerable youth	PRG activities generate obstruction from host country government	Insufficient information
EQ 9: ADV	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?	3.50	3.00					
JC 9.1	Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.	3.50	3.00					
In 9.1.1	Degree of awareness and sense of opportunity amongst students in focus groups	4.00	4.00	Strong sense of opportunity with strong associated EU awareness	Strong sense of opportunity with moderate associated EU awareness	Strong sense of opportunity with little associated EU awareness	Weak sense of opportunity with little associated EU awareness	But sense of opportunity only for continuing to study
In 9.1.2	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.	3.00	2.00	Highly dominant	Highly visible among implementor branding	Visible at par with implementor branding	Overshadowed by implementor branding	
EQ 10: ADV	What types of EU added value can be distinguished and at what levels do they have a significant effect?	2.00	2.00					
JC 10.1	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.	2.00	2.00					
In 10.1.1	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region	2.00	2.00	Increased awareness triggers national and regional initiatives	Increased awareness generates national and regional consultations	Some growing awareness without action	No increased awareness	Put up to EQ 3
JC 10.2	The EU programmes have created a regional HE response to the Syrian refugee crisis.	2.00	2.00					
In 10.2.1	No. of regional level meetings sponsored by the EU.	2.00	2.00	More than 5	More than 3	two	one	
In 10.2.2	Frequency of national media reports on EU HE initiatives	2.00	2.00	Monthly mentions	Quarterly mentions	Six monthly	Annual	



Annex A7 – Evaluation Details – Iraq-KRI

1. General context

As at October 2018, over 250,184 Syrian refugees registered with UNHCR in Iraq. The Kurdistan Region of Iraq (KRI) alone hosts 97 per cent of Syrians in the country. The internal conflict in Iraq, started in June 2014, resulted in internal displacement of some 3.3 million persons, while the latest conflict, started in June 2016 in Mosul has also added to the number of internally displaced persons (IDPs). The KR-I currently hosts about 1 million IDPs. Together, refugees and IDPs represent up to 20 percent of the KR-I population.

Most of the refugees in KRI study in Arabic language as the official language back in Syria was Arabic, while the official study language in KRI schools is Kurdish. Hence, Syrian refugees in KRI are studying the KRG curriculum translated by the MoE into Arabic language. There are a number of available Arabic language schools in non-camp areas, yet the availability of secondary schools is very limited and not all the refugees are able to access them. In camp areas the situation is better because Arabic primary and secondary schools are available inside the camps. UNHCR supports both Kurdish and Arabic language schools where the refugees are enrolled, through QIPs, minor rehabilitations, Parent and Teachers Associations (PTA) trainings.

Regarding tertiary education, refugees stated that they cannot afford the high amount of tuition fees since there are limited income and livelihood opportunities for refugees. It must be noted that refugees have free access to the available public schools, however, refugees do not have free access to tertiary education in KRI. Foreigners (which includes refugees) are required to pay tuition fees to study at public universities in KRI, two thousand dollars as average tuition fees, yet the fees vary depending on the field of study. Their financial situation and lack of job opportunities for refugees is one of the barriers to access tertiary education. There are however other barriers that also contribute to the limited access to tertiary education such as their age, recognition of previous qualifications and missing out on education for some years after fleeing Syria. Hence, the EUTF HE program has contributed to enrolling many students under different scholarship funds (HOPES, DAFI, SPARK), in Iraq.

Very good collaboration is established between the Ministry of Higher Education and two major scholarship funding programs for refugees namely HOPES and DAFI as well as with UNHCR and other stakeholders, Syrian refugee students are enrolled under parallel education scheme.

SPARK works more independently of the Ministry of Higher Education and seeks to keep a fee of in the greatest majority 500 USD, in part upwards to 1.000 USD maximum. Additionally, SPARK designed a new system, under which we have been signing cooperation agreement with private universities that have agreed to drop their official tuition fees for the programme to maximum 1.000 USD a year.



2. Higher education

Kurdistan Region of Iraq through the Ministry of Higher Education and Scientific Research is actively enrolled in different programs funded by EUTF to support young Syrian refugee students to complete their university studies.

At present 15 public and 15 private universities are operating in Kurdistan region, public universities receive funding from Kurdistan Regional Government, and private universities are relying on tuition fees, two of them are categorized as non-for-profit institutions where depending on donations and tuition fees.

The government has introduced new higher education reform agenda mainly focusing on the promotion of Quality through the introduction of new approach and new tools to reshape overall quality assurance procedures in the higher education system, examples of vital projects include the National University ranking project, launching the Kurdistan National Research Council, approaching European higher education system and implementation of Bologna process, implementing human capacity development program, reforming university admission system, among others.

Access to HE in KRI: Admission to public universities in the KR-I is a centralized process which follows an admissions plan regulated by the Central Admission Department at the Ministry of Higher Education and Scientific Research (MoHE). Based on the admissions plan, there are two options of submitting an application for placement at a university. The first option is for high school graduates to apply online through the MoHE central admission system. The second option is through direct application wherein high school graduates may submit a hard copy application directly to the university they wish to attend. Students may apply to three departments in their preferred university. They then must pass a test which is assessed at the university-level and then evaluated by the MoHE. Refugees who have completed high school and hold a KR-I issued certificate may submit their university application using one of the pathways listed above. However, the system in KRI is that foreigners' students do not have free access to tertiary education, this also includes refugee students. The system for foreigner students is called parallel system in which students are expected to pay tuition fees, 2000 USD as an average. In the other hand, MoHE is not able to identify refugees through their application system which led to a number of refugees (who studied high school in KRI) being accepted at universities and studying for free as nationals.

Refugee's access to job market: in KRI refugees can access all jobs with their residency permit, except in governmental sector. However, in some cases refugees are working in governmental sectors under temporary contracts, for instance hiring Syrian refugee teachers in KRI refugee schools as lecturers.



3. Responses to the evaluation framework – KR-I

RELEVANCE

EQ 1 RELEVANCE	To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?		
Judgement criterion 1.1.	The needs of young Syrian refugees have adequately been defined by the programmes.		
Indicator 1.1.1.	Comparison of needs as defined by the programmes and those expressed by focus group respondents.		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Analyses of HE in the region and programme descriptions and analyses	Programme coordinators
Method	Focus groups	Desk review	Interviews

EQ1: In general, the programmes meet the needs and increase the perspectives of young refugees from Syria, but the volume of the response is too limited compared to number of Syrian refugees seeking a scholarship from the EUTF-funded HE programmes.

[JC. 1.1] We found that from a supplier's perspective all EUTF programmes have adequately defined the needs and are proactive in addressing evolving needs. The programmes have contributed to enrolling many students under different scholarship funds (HOPES, SPARK), in Kurdistan region of Iraq. The programmes did identify the main barriers and provide responses to the students for overcoming them, and the needs as defined by the programmes and those expressed by focus group respondents do mostly align.

Original High School Diplomas: there are many Syrian refugees who had completed their high school study in Syria. For those, who do not have KRG high school certificate, the ministry of education should equalize and recognize their certificates, in which the original certificate is required. Examination and Equalization Department in Ministry of Education – KRI has equalized all the Syrian high school certificates, temporary equalization for those who have stamped copy of Syrian certificate and constant equalization of those who have original copy. Standardly MOE provides a period of 20 days on the temporary equalization letter to the students to bring the original certificate. However, Ministry of Higher Education extended the period of 20 days up to the time that DAFI scholars graduate. Most of the refugees are not able to provide their original certificates since they are left in Syria.

Refugees who were university students in Syria: Most of the Syrian refugees were studying at universities in their places of origin prior to their displacements, when they apply to any scholarships in KRI, most of them are not ready to start studying from the beginning and/or in different majors (in KRI refugees get placements according to their high school GPA, regardless to what they've studied in Syria), as they're willing to complete what they've studied in Syria especially those who studied Medical Engineering and Law.

Financial Support: non- Iraqi student must study under parallel system and pay college tuition fee which refugees cannot afford specially after the economic and jobs crisis in KRI.

Language difficulties are further obstacles for Syrian refugees in education. Most Syrian refugees in the KR-I do not speak the same type of Kurdish language as the host community and prefer Arabic for institutional instruction. Many students complained that some interviews for grants were in English, and they should pass the IELTS exam to be accepted.

Lack of higher education opportunities provided by international organizations, especially when it comes to Master and Ph.D. studies.



Some changes in scholarship regulations are required particularly the duration of funding for medical studies, most of the scholarship programmes provide funding for four academic years, while medical studies may take 5-6 academic years.

Since the volume of scholarships is not meeting the demand of the target groups of refugees, stronger collaboration with the government would be very important to provide some free places or reducing the tuition fees for the scholarship providers. The tables below show a very low response to demand for all programmes

Table 38: HOPES TVET IRAQ-KRI scholarships awarded versus applications

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 2 (2017)	137					7 (5,1%)			5	3

Table 39: HOPES BA IRAQ-KRI scholarships awarded versus applications

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	0	0	0	0	0	31	16	2	8	5
Intake 2 (2017)	123	0	0	0	0	70	0	0	32	38
TOTAL	0	0	0	0	0	101(56,9%)	16	2	40	43

Table 40: HOPES MA IRAQ-KRI scholarships awarded versus applications

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	101	0	0	21	80	0	0	0	0	0
Intake 2 (2017)	16	0	0	0	0	3 (18,8%)	0	0	1	2

Table 41: SPARK TVET IRAQ-KRI scholarships awarded versus applications

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	609	0	0	277	332	8	0	0	4	4
Intake 2 (2017)	596	0	0	304	292	23	0	0	13	10
TOTAL	1,205	0	0	581	624	31 (2,5%)	0	0	17	14

Table 42: SPARK BA IRAQ-KRI scholarships awarded versus applications

	NO. OF APPLICATIONS					NO. OF SCHOLARSHIPS AWARDED				
	Total	Nationals		From Syria		Total	Nationals		From Syria	
		Women	Men	Women	Men		Women	Men	Women	Men
Intake 1 (2016)	609			277	332	184			79	105
Intake 2 (2017)	596			304	292	71			36	35
TOTAL	1,205			581	624	255 (21%)			115	140

The HOPES Programme supports a preparatory programme for 120 Syrian Refugee students with low high-school grade at Duhok Polytechnic University. This project offers an intensive two terms Pre-session course to provide students with basic knowledge in English Language, Kurdish Language, ICT, and Mathematics in order to enable them to access university. However, while more than 95% of these students have successfully passed the course students have no information whether there would be a follow up with a HOPES scholarship.

SPARK seeks to meet some needs by creating some activities like (1) workshops on entrepreneurship: converting the idea into a project and training students on the establishment of small and medium enterprises under the direct supervision of the organization and economic supported. (2) Civil Leadership Program: Creating young people with the ability and personality. (3) Program of living service: Contribute to facilitating the procedures relating to the residence of refugees and the issuance of certificates and how to integrate with the community of the host country.

The comparison of needs as defined by the programmes and those expressed by focus group respondents are largely aligned but the overall access to opportunities does not match the large number of refugees who wish to continue their studies.

Judgement criterion 1.2.	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and their capacity for career development.		
Indicator 1.2.1.	Comparison of % of young Syrians in the programme with positive perspectives and Syrians not in the programme (studying / not studying).		
Data sources	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).	Existing surveys	Research
Method	Focus groups	Desk review	Developing scenarios

JC 1.2 The focus group students confirmed that the EUTF Programmes are a way for improving their perspectives for employment, personal development, and career development. Many of them find it essential for them to get a HE qualification to be better positioned to compete in the job market.

Some students in the programme indicated that they were working before receiving the scholarship and they could return to the same job after graduation. However, they think the study will give them better job opportunities in the future.

[Ind. 1.2.1] There is a convergence of perspectives of young Syrians in the programme (SPARKS & HOPES) and other Syrians not in the programme (DAFI). On the other hand, based on a survey among the DAFI scholars and 35 other young Syrians who are not studying in KRI, nearly 90% of the DAFI scholars has an optimistic point of view regarding their future. While only 45% of the other young Syrian refugees have the positive perspective.

Judgement criterion 1.3.	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality.		
Indicator 1.3.1.	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes.		
Data sources	Programme monitoring documents		
Method	Desk review		

[EQ 1.3] HOPES focuses on the vocational programmes because that would benefit students much more - compared to other disciplines.

SPARK conducted in KRI an elaborate research into the labour market before allocating scholarships. This Labour Market research is presented in a report. The vast majority of scholarships is awarded in the top sectors where the research shows heightened opportunities for employment although barriers to entry into the labour market obviously still exist to varying degrees in each country.

[Ind. 1.3.1] HOPES receives updates on the latest market information from NGO communities networks and Ministry of Labour statistics.

A study was done by SPARK at the outset of the programme in which on national basis the mentioned data was analysed. Currently, this study is updated for intake 2018/2019.

Indicator 1.3.2.	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students.		
Data source	Programme documents	Programme managers & academic staff	
Method	Desk review	Interviews	

[Ind. 1.3.2] HOPES lets students choose and SPARK preselects

Both programmes invest in evaluating the quality of the institutions and of the programmes on offer. The HOPES programme allows students to choose accredited programmes from accredited universities

In the selection of partner institutions, SPARK has ensured first that only accredited institutions and programmes are selected. For example, in some regions the offer of higher education is limited as mobility of refugee's students, limiting offer. Also, some of the best institutions charge fees that are 8-fold the national average and continues decisions have been made to select the 'best price-quality' ratio, to enable a far larger number of refugees to receive good education, instead of a few the best.

Indicator 1.3.3.	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching).		
Data source	Applicants to % students in the programme	Programme reports & public communication tools	Field visits to service centres
Method	Focus groups	Desk review	Interviews

[Ind. 1.3.3] The Programmes invest in counselling services in various ways

HOPES has been providing counselling services to students via drop in visits, phone and Viber groups.

SPARK has a side programme funded by Education Above All and the Netherlands MFA as it was not accepted in the initial regional EU MADAD application. SPARK has an intensive application and coaching system both online (HE4S/SIS) as well as a personal approach through its offices, it maintains open communication channels with the students such emails, WhatsApp groups, social media, etc. In addition, SPARK conducts frequent orientation sessions with the students to understand their challenges, assists with finding solutions. Moreover, SPARK has a well-designed student service activity plan (funded also by Education Above all and the NL MFA) with a set of indicators to measure the effect



of these services on the students and its subsequent consequences on the programme. Examples are hands-on support assist students to apply not only for the scholarship but for the universities as well, (language) and other training support to meet entrance exam requirements, remedial classes and accredited catch-up summer courses (Lebanon) to catch of in their studies, etc. This is also applicable in other countries where HE is supported by SPARK such as Turkey where SPARK team in Turkey follow up on students who did not manage to score high at their academic subject through conducting a survey to stand on the reasons behind not achieving high in their subjects and based on that additional courses and support are planned for the students to improve their academic study.

EQ 2 RELEVANCE	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?		
Judgement criterion 2.1.	The age brackets defined in the programmes are appropriate.		
Indicator 2.1.1.	# of accepted students by age / # of applications by age		
Data sources	Programme records	Young Syrian refugees not participating in EUTF programme	Conditions & regulations from non-EUTF programmes and participating universities
Method	Data analysis	Ref Focus group under EQ1	Desk research

EQ 2: The opportunities to access and successfully participate in higher and further education are too limited compared to number of Syrian refugees who wish to register with the EUTF-funded HE programmes.

HOPES selected 90 applicants have been accepted to get scholarship.

SPARK seeks to make sure that the project reaches not only many refugees, but particularly also those hard to reach, for example in KR-I outreach and information sessions on the application process were organised regularly in the refugee camps through visits and on-site information sessions including local partners working in the camps, and through local partners such as the Students' Union. The total number of applications in Iraq-KRG were 2570, just 265 applicants have been accepted to get scholarship.

[JC 2.1] The HOPES [18 – 30] age brackets are more flexible and adequate than the more stringent SPARK [18-25] ones

[In 2.1.1 An overview across programmes contexts and levels is provided in the main body of the text

Judgement criterion 2.2.	The EUTF programmes have developed targeting and selection criteria that are sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.		
Indicator 2.2.1.	List of barriers effectively eliminated by the EUTF programmes		
Data sources	Programme documents	<ul style="list-style-type: none"> EUTF programme officers involved in the application process EU Delegations 	Students in the programme & young Syrians of same age bracket not in the programme (studying / not studying / graduated).
Method	Desk review	Interviews	Ref Focus group under EQ1

[JC 2.2] The programmes have eligibility and selection criteria to process applicants. SPARK applies its detailed and automated system with more stringent eligibility criteria, and a more competitive selection process.

SPARK vulnerability criteria include (1) Syrian Refugee (2). Living at a camp (3). have disability/ chronic disease/ special needs (4). for the disabled and orphans (5). his/her parents are divorced/ widowed/ deceased/ or detained (6). having children (7). having siblings younger than 6 years old.

[In 2.2.1] List of barriers effectively eliminated by the EUTF programmes Concrete barriers include assistance to collect required information to enrol at host universities, special exceptions in enrolling



students that don't formally qualify but through programme dialogue were accepted, financial aid to enable to study, remedial and language classes to pass examinations.

Indicator 2.2.2.	# of students accepted that do not fully fall within the set criteria		
Data source	Programme records	Programme officers involved in the application process	
Method	Desk review	Interviews	

[In 2.2.2] There is no significant number of students that fall outside the set criteria.

All Programmes run very competitive selection processes and given the size of the demand, there is no need to accept applicants outside the criteria.

For example, SPARK received 2570 applications in Iraq-KRG to the scholarships and 339 were selected from 2015 till 2017. All the students who have been selected are fully fall within the set of criteria.

Judgement criterion 2.3.	The EUTF programmes have adequate measures in place to reduce drop-out rates.		
Indicator 2.3.1.	Dropout rates by EUTF programme / university / area of study / gender		
Data sources	Programme and university records		
Method	Data analysis		

[JC 2.3] The EUTF programmes have measures in place to reduce drop-out rates.

The programmes engage with partner institutions and students to limit dropout rates.

Notwithstanding SPARK's more stringent eligibility and competitive and elaborate selection process complemented with on-site student support, its dropout numbers are consistently higher than those of the HOPES programme in this context as well as in other context.

[In 2.3.1] HOPES has an overall 10% dropout rate and SPARK an overall 16% dropout rate in IRAQ

HOPES had low dropout rates compared to other programs. The total number of students who have been awarded under HOPES projects in KR-I is 90 (dropout 11).

Table 43: Comparison enrolled versus dropout all programmes IRAQ-KRI

	HOPES TVET		HOPES Bachelor		HOPES Master		SPARK TVET		SPARK Bachelor	
	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs	Enrolled	Drop-outs
Intake 0 (2015)	0	0	0	0	0	0	0	0	114	2 (1,8%)
Women									66	1 (1,5%)
Men	0	0	0	0	0	0	0	0	47	1 (2,1%)
Intake 1 (2016)	0	0	31	11 (35,5%)	0	0	8	2 (49,2%)	184	52 (28,3%)
Women			24	8 (33,3%)			4	0 (44,8%)	79	22 (27,8%)
Men	0	0	7	3 (42,9%)	0	0	4	2 (45,5%)	105	30 (28,6%)
Intake 2 (2017)	7	0	70	0	3	0	23	0	71	8 (11,3%)
Women	5	0	32	0	1	0	13	0	36	4 (11,1%)
Men	3	0	38	0	2	0	10	0	35	4 (11,4%)

The total number of students who have been awarded under SPARK projects in KR-I is 265. Since the beginning of the project from SPARK had: 20 dropouts, 48 cancelled and 5 graduated. We have 48 cancelled students; 23 students in Salahddin University, 8 students in Cihan university, 12 students in Duhok University, 4 students in Bayan university and one in AUIS.

The area of study were : IT 9 students , Administration & Economics 5 students, English language 3 students, Agriculture 2 students, Law 10 students, Statistics 3 students, Construction Engineering one student, Business Administration 4 students, Accounting one student, Biology 2 students , Electrical & Computer Engineering one student , Physics one student , Bank Administration 2 students , French

one student , Media one student , Sociology one student , Economics one student , Geology 5 students ,and History 2 students. And we have 20 dropout students: Salahddin university 10 students, Duhok university 3, Bayan university 1, Erbil Polytechnic University 3 and UHD (university of human development) 3 students.

The area of study were: Business Administration 3 students Arabic language 3 students, Economic one student, Law two students, Surveying Engineering one student, Turkish Language one student, Biology one student, English Language 2 students, Geology one student, Computer Software one student, Kurdish Language two students, Finance banking one student , and IT one student .

Judgement criterion 2.4.	EUTF programme records and external sources show that access is being given to local vulnerable youth.		
Indicator 2.4.1.	% of students accepted compared to demand for each target group.		
Data sources	Programme documents	National media and reports	
Method	Desk review	Desk review	

[JC 2.4] EUTF programme records and external sources show that access is being given to local vulnerable youth.

While there is significant population of internally displaced Iraqi students the majority of scholarships goes to refugees.

[Ind. 2.4.1] The HOPES programme accepted 18 local students representing 20% of its scholarship students. SPARK has only awarded scholarships to Syrian refugee students.

Indicator 2.4.2.	EUTF programmes have verifiable vulnerability criteria for screening local youth.		
Data source	Programme documents	Programme officers	
Method	Desk review	Interviews	

[Ind. 2.4.2] The HOPES programme has verifiable vulnerability criteria for screening local youth related to their IDP status

EFFECTIVENESS

EQ 3 EFFECTIVENESS	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?		
Judgement criterion 3.1.	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context.		
Indicator 3.1.1.	% of achievement according to EUTF programme progress and result indicators		
Data sources	Logframe & monitoring reports	Programme management	EU Delegations
Method	Desk review	Interviews	Interviews

EQ 3: To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?

The programme was absolutely effective in the sense that it gave hope for the young Syrians a demonstrated international (EU) commitment. It enabled a relatively high number of refugees to continue education whom otherwise would have not. Add to that, the application to EU scholarships increased because students graduated which make other applicants really motivated to apply and get the scholarships. Most importantly, the programme empowers the students to find jobs. However, the labour market barriers in the national context do pose a future challenge that needs to be address

[JC 3.1] The EUTF programmes operate a quantitative result chain which has remained the same throughout the project.



The programmes are working on the basis of quantitative targets which are limited in describing the results, but which do measure progress towards these targets, and update it on a quarterly basis. All EUTF programmes reported that no log frame changes were needed during execution.

[Ind. 3.1.1] An overview is provided of progress against targets in across programmes, levels and in the main body of the report. Since both programmes measure their results in number of scholarships awarded against planned, they both have exceeded their targets with 336% for HOPES and 114% for SPARK

Judgement criterion 3.2.	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.
Indicator 3.2.1.	# of barrier-eliminating waivers/agreements that have been achieved / # of barriers added.

Data sources	<ul style="list-style-type: none"> HE Institutions HE authorities 	Programme documents, MoU, regulatory information	<ul style="list-style-type: none"> EUTF programme managers EU Delegations
Method	Interviews	Desk review	Interviews

JC 3.2 National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.

KRI authorities have been struggling with accommodating the large demand from national as well as Syrian refugee students.

All the universities and both of ministry of higher education and ministry of education have been supporting the program since the first day of the scholarship. In case of having an obstacle such as language barrier or differences in perspectives between the scholars and the other national parties in the past, the problem has been diminished by letting Syrian students participate alongside the national students in the academic activities.

EUTF programmes work collaboratively with the local authorities, partners, universities, institutes, unions with high coordination and continuous follow up to address the challenges faced during implementation and suggest the best solutions.

[In 3.2.1] Programmes and the government cooperate in alleviating barriers.

The barriers can be described from different perspectives

Education: The clear majority of the Syrian youth and students have left their old studying programs in Syrian and didn't have the financial capacity to continue their studies while in refuge, in both of College and school levels. More Syrian refugees wish to register than the Programmes can absorb. Both Programmes have accepted higher numbers than initially planned on the back of savings through deals with the universities.

The refugees in general are suffering of poor job opportunities due to many political, economic and community reasons in addition to lack of required technical skills. The programmes are trying to address part of the problem through organizing different training workshops and other activities.

The refugees are facing different obstacles depending on the specific area or camp their living or registered in. Some of these daily life problems are acquiring the requires security clearances according to the local laws, acquiring study documents & transcripts, work authorization, residency



papers, previous degrees recognition and others. The programmes are coordinating with the local authorities to facilitate the Syrian student enrolment process.

Very good collaboration is established between the Ministry of Higher Education and HOPES and DAFI who work with the Ministry through its centralised database and application system. Syrian refugee students are enrolled under parallel education scheme while the same tuition fees are charged as for national students.

SPARK works more independently of the Ministry of Higher Education and seeks to keep a fee of in the greatest majority 500 USD, in part upwards to 1.000 USD maximum. Additionally, SPARK designed a new system, under which we have been signing cooperation agreement with private universities that have agreed to drop their official tuition fees for the programme to maximum 1.000 USD a year.

Judgement criterion 3.3.	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon.		
Indicator 3.3.1.	Impact monitoring documentation exists in the EUTF programmes (y/n)		
Data sources	Programme documents		
Method	Desk review		

[JC 3.3] Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon

Despite the cross-cultural effects on both national HE system in terms of diversification of the higher education community, and enrolment of international students, there are limited social effects on the HE system. The economic pressures on the university budgets have been eased through the parallel enrolment system with higher fees.

The programmes received waivers for these higher fees but contribute financial support for each student to support the universities budget in providing a better academic environment for all national and international students.

The effects of the programme are regularly monitored through follow up with the partners, review the policies, signing MoUs with them, field visits, conducting events, scientific events, conferences, inspirational sessions, etc.

[Ind. 3.3.1] The programmes have no real impact monitoring in place but have awareness of the conditions in the environment and how these change in the dynamic context.

SPARK has a detailed database could help to achieve the desirable objectives of the project through regularly conducting student satisfaction surveys.

Indicator 3.3.2.	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.		
Data source	<ul style="list-style-type: none"> EUTF programme managers EU Delegations Other donors 	National stakeholders	Programme documentation, donor reports, national reports & media review
Method	Interviews	Interviews	Desk review

[Ind. 3.3.2] Engagement in national stakeholder dialogues, the forming of student associations and cooperation agreements were all types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.

A National Stakeholders Dialogue was organized to devise policies to ultimately benefit the student refugees.



Student associations have spontaneously formed in all project countries because of the scholarship programme and a regular dialogue on barriers between students, staff and institutions is held.

The programmes have several MoUs with many different universities, which create strengthening and supporting the institutional capacities of the partners such as universities and institutes.

The programmes provide a wide range of services for the students such as economic empowerment, civic leadership training and students services such as summer courses, remedial courses, special support for the disabled, etc.

EQ 4 EFFECTIVENESS	To what extent are regionally managed programmes more effective or not than nationally managed programmes?		
Judgement criterion 4.1.	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered.		
Indicator 4.1.1.	Comparative scores of each option ⁴		
Data sources	All relevant findings of the evaluation		
Method	Comparative score card / radar charts		

[EQ 4] EFFECT: To what extent are regionally managed programmes more effective or not than nationally managed programmes has been treated in the main body of the report across programmes and contexts.

[JC 4.1] Also the review of advantages and disadvantages of the different approaches has been addressed in the main body of the report

[Ind. 4.1.1] See main body of the report

EFFICIENCY

EQ 5 EFFICIENCY	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?		
Judgement criterion 5.1.	The review of the different approaches and modalities ⁵ inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.		
Indicator 5.1.1.	Comparative per student cost for comparable service levels		
Data sources	Financial data of the EUTF programmes	Financial managers	EU Delegations
Method	Comparative score card	Interviews	Interviews

[EQ 5] The comparative evaluation of approaches and modalities has been treated in the main body of the report.

The specific situation of KRI in facing the influx of Syrian refugees and Iraqi IDP has required intensive interactions between the government, the programmes and the universities.

Since refugees have free access to the available public schools, but not to tertiary education in KRI and cannot afford the tuition fees since there are limited income and livelihood opportunities for refugees. Foreigners, which includes refugees are required to pay tuition fees to study at public universities in KRI, with a two thousand dollars tuition fee on average, varying depending on the field of study.

Very good collaboration is established between the Ministry of Higher Education and HOPES and DAFI as well as with UNHCR and other stakeholders, Syrian refugee students are enrolled under parallel education scheme.

When SPARK started in 2015 as first Higher Education scholarship provider in the KR-I from Erbil, it had lengthy discussion with the Ministry of Higher Education and particularly the rectors of the State University. Initially the discussion was difficult when it came to finances as the KR-I has long time had a difficult financial situation due to its political disputes with Baghdad. Therefore, there was initially hesitance to accept large numbers of Syrian Kurdish refugees into the state universities as these are



tuition free for normal enrolment but would weight down on the KR-I and University budget. However, SPARK secured an in-kind arrangement and secured 180 places again an annual contribution of 500 USD annually per student to be used for buying technical equipment for the local universities. This at the time also solved a large problem for the Ministry of Higher Education that was stuck with a large pile of prior applications from Syrian Kurdish refugee students that wanted to enrol, coupled with international and Syrian-Kurdish pressure to resolve this situation.

When other providers arrived in the KR-I and more funds started coming in, the KR-I decided to start a so-called 'parallel system', charging between 1500 and reportedly up to 10.000 USD per annum tuition fees to foreign students depending on the study programme for Syrian refugees backed by international scholarship funding. SPARK managed to retain its 500 USD arrangement for a quota of 180 Syrian scholarship students, which lasts to date. Additionally, SPARK signed a cooperation agreement with private universities capping future tuition fees to a maximum of 1.000 USD a year.

[Ind. 5.1.1] The review of the different approaches and modalities in order to determine cost efficiency has been provided across programmes and context in the main body of the report

COHERENCE

EQ 6 COHERENCE	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?		
Judgement criterion 6.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria.		
Indicator 6.1.1.	Degree of overlays and gaps in the mapping		
Data sources	Programme design and reports	Programme managers	EU Delegations
Method	Mapping	Interviews	Interviews

EQ6: COH The EUTF-funded HE programme portfolio is complementary by parallel action, and does avoid duplication through information exchange and government database management while gaps still exist.

JC 6.1. The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria.

When mapping¹⁰³ the EUTF higher education scholarships, the programmes are reasonably complementary in covering the different levels and disciplines with their scholarships. The HOPES programme covers BA and MA level scholarships in KRI. The SPARK programme covers TVET and BA level scholarships in KRI. However, there are some gaps remain such as a lack of opportunities for MA or Ph.D. level studies (EUTF-funded HE programme provides just 3 Master scholarships in all KRI). There is an opportunity to establish EUTF activities in Baghdad as College fees in Baghdad are only 50% compared to Iraq/Kurdistan region and their universities are offering courses in Arabic.

EQ 7 COHERENCE	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and have these been taken into account?		
Judgement criterion 7.1.	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes.		
Indicator 7.1.1.	Degree of overlays and gaps in mapping		
Data sources	Programme design & reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Mapping	Interviews	Interviews

¹⁰³ See mapping table under this section in the main body of this report



[EQ 7] The programmes work in parallel complementary action with information exchange to avoid gaps and duplication, but tuition fee levels paid by different programmes were not adequately coordinated.

[JC 7.1] The EUTF programmes show parallel complementarity and a minimum degree of duplication with other relevant programmes

DAFI verifies the applicant's personal information through a data base pool before getting the acceptance to study through the program this criterion will avoid overlap with the other EU and non-EU funded programs. SPARK shared ID's of its applications with the other providers to avoid overlap (i.e. a student taking 2 or more scholarships). However, there are some gaps like a lack of coordination in negotiations with the government which lead UNHCR to unilaterally negotiate a so-called 'parallel system' with the authorities, increasing tuition up to 8-fold.

[Ind. 7.1.1] Regular coordination meetings and state database management produce a low degree of overlays and gaps

Judgement criterion 7.2.	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives.		
Indicator 7.2.1.	Existence of joint or complementary initiatives		
Data sources	Minutes of meetings & programme reports	EU Delegations UNHCR Other relevant donors	Programme managers & coordinators (EUTF & non EUTF)
Method	Desk review	Interviews	Interviews

[JC 7.2] Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives

[In 7.2.1] There are some joint or complementary initiatives with the government and between HOPES and DAFI, while SPARK has joint initiatives mainly with its partner universities

There is a regular meeting for the education cluster between ministry of higher education other stakeholders in KRI. Upon the meetings all the programmes officers (HOPES, DAFI) attend and they discuss about their challenges and how to make a better coordination network among them is the usually one of the main objectives for the meetings.

SPARK meets with the partners and other scholarship providers 4 times a year and has frequent meetings with other scholarship providers to discuss about the Minister of the Higher Education rules and requirements, tuition fees and registration requirements such as students' residencies.

SUSTAINABILITY

EQ 8 SUSTAINABILITY	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?		
Judgement criterion 8.1.	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.		
Indicator 8.1.1.	Possible scenarios shape the programme design (y/n)		
Data sources	Programme managers	EU Delegations	
Method	Interviews	Interviews	

[EQ 8] The EUTF portfolio is lacking a clear multiple scenario strategy in order to maximise the sustainability of the benefits of the action. This issue is treated across programmes and contexts under this section in the main body of the report.

[JC 8.1] Until now, the EUTF programmes have mainly oriented their response to return/reconstruction or integration in the host country labour market scenarios, while under the



UNHCR 'three durable solutions umbrella' policy a pathway to resettlement is also included, and SPARK incorporates pathways towards the labour market in the Gulf states.

[Ind. 8.1.1.] Possible scenarios shape the programme design only to a limited extent

Judgement criterion 8.2.	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years.		
Indicator 8.1.1.	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments.		
Data sources	HE authorities	EU Delegations	Other relevant donors
Method	Interviews	Interviews	Interviews

[JC

[JC 8.2] There are no national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years

So far there is not one national programme in KRI that supports Syrian refugees. The national programmes could be the most sustainable option, in which case current providers can switch from direct implementation to backing up national initiatives.

[Ind. 8.2.1] There is no clear indication of budgets foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by the KRI government

The national budget information regarding refugee support is not readily available and such budgets are probably not existent given KRI budget constraints.

EU ADDED VALUE

EQ 9 EU ADDED VALUE	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?		
Judgement criterion 9.1.	Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.		
Indicator 9.1.1.	Degree of awareness and sense of opportunity amongst students in focus groups		
Data sources	Students		
Method	Ref focus groups EQ1		

[EQ 9] ADV Overall, the programmes make sure that EU is always visible in external communications of the project through the use of the EU logo in promo materials and mentioned documents and online where appropriate.

[JC 9.1] Target groups and stakeholders have a strong awareness of EU funding of the opportunities provided and the perspectives it offers.

Stakeholders have a good awareness of EU funding programme because every year before signing the contracts with the successful candidates, seminars are arranged to explain the visibility of EU for the new students included.

[In 9.1.1] Degree of awareness and sense of opportunity amongst students in focus groups

Focus group students showed strong awareness of the opportunities the scholarships bring, through Info sessions and meetings arranged by the programmes.

Indicator 9.1.2.	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.		
Data sources	Websites, brochures, social media		
Method	Desk review		

[Ind. 9.1.2] EU visibility is prominent on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself. EU shows highly visible in relation to HOPES branding, while SPARK branding is at par with EVU visibility



EQ 10 EU ADDED VALUE	What types of EU added value can be distinguished and at what levels do they have a significant effect?	
Judgement criterion 10.1.	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.	
Indicator 10.1.1.	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region.	
Data sources	Steering committee minutes of meetings and HE conferences	<ul style="list-style-type: none"> • National HE authorities • Management of universities
Method	Desk review	Interviews

[EQ 10] The inclusion of Iraq-KRI is crucial for fulfilling the regional ambition given the numbers of Syrian refugees and internally IDP. It also provides engagement for the KRI in a regional perspective

[JC 10.1] In KRI the presence of EU funded programmes provides recognition and engagement beyond the regional actors for the KRI government. The successful awarding of scholarships has built trust and generated motivation to apply on the part of more Syrian refugees and Iraqi IDP students.

The most important success of the programmes is that it gave hope for the young Syrians, increase the trust of the young Syrians in EU. It also gave a big motivation for huge number of Syrian students to continue their studies. Many students have achieved their dreams to get a certificate. Add to that, the application to scholarships increased because students graduated which make other applicants really motivated to apply and get the scholarships. Most importantly, the programmes could help to empower the students to find jobs.

[JC 10.1] The evaluation as a whole shows some positive effects in terms of coherence and relevance of the EUTF programmes with other financing instruments and may help expanding the scope for a more comprehensive EU support to HE in the region.

1. The EU has a key role to play in supporting the educational process of the refugees living in Iraq. All the influential projects have a great impact on the students and their communities. It could be the most successful HE projects in Iraq for the following reasons:
2. The most marginalized group of refugees, their communities and their families were targeted for the need for such support
3. Return hope to young adolescents to complete their studies and find jobs for them and harness their professional expertise to touch their war-affected communities and lost everything
4. They will have an active role in the construction and reconstruction of their areas
5. Target the targeted youth to build, self-confidence and ease the economic burden on their families instead of being consumers and dependent on humanitarian assistance and thinking about emigrating to Europe or joining terrorist groups.
6. The project is in line with the principles of the United Nations, which states that education is a natural right for all groups of the displaced society, either migrant or from the local community

[In 10.1.1] The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region

The programmes contribute significantly to support not only students but also support local governments and universities. The project also contributed to the bringing expertise of the government civil society together building new pathways for cooperation.

The awareness on recognition and qualification frameworks have been discussed in two Steering committee meetings and a regional conference in which KRI delegations from government and university participated.



Judgement criterion 10.2.	The EU programmes have created a regional HE response to the Syrian refugee crisis.		
Indicator 10.2.1.	No. of regional level meetings sponsored by the EU.		
Data sources	EU reports		
Method	Desk review		

[JC 10.2] The EU programmes have created a low volume regional Higher Education response to the Syrian refugee crisis spreading resources thin and lacking the critical mass required to significantly address the volume of demand.

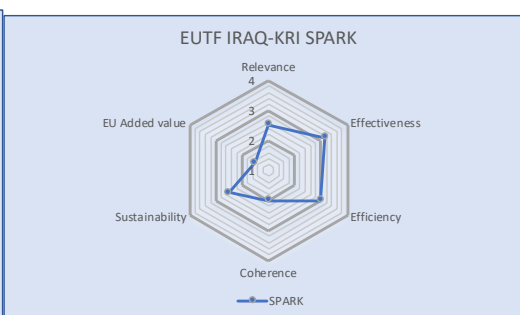
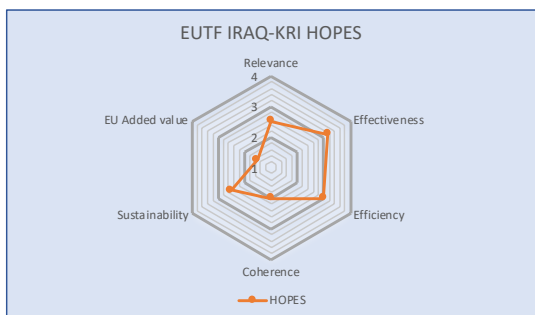
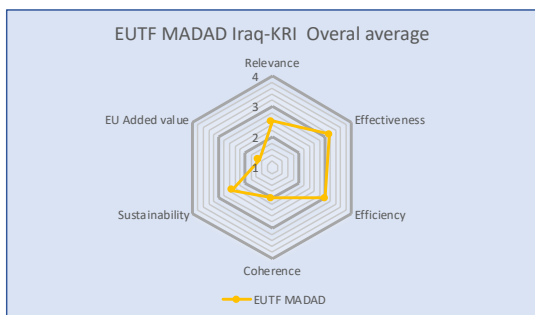
[In 10.2.1] Two EU sponsored regional meetings conducted to date and more are being planned.

Indicator 10.2.2.	Frequency of national media reports on EU HE initiatives.		
Data sources	National media		
Method	Desk review		

[Ind. 10.2.2] Frequency of national media reports on EU HE initiative have been only once as measured in the period between August 2017 and August 2018

According to KRI government, the frequency of media reports on EUTF do not meet expectations. DAFI is mentioned more often.

4. Scorecards Iraq-KRI



SCORECARD IRAQ - KRI		PRG		Descriptors				
		HOPEs	SPARK	4	3	2	1	
EQ 1 REL	To what extent are the EUTF-funded HE programmes meeting the needs & increasing the perspectives of young refugees from Syria?	2.78	2.78					
JC 1.1	The needs of Young Syrians have adequately been defined by the programmes	3.00	3.00					
In 1.1.1	Comparison of needs as defined by the programmes and those expressed by focus group respondents	3.00	3.00	All important needs are covered	Most important needs are covered	Important needs are not covered	Lack of alignment	
JC 1.2	Young refugees from Syria in the region see the EUTF Programmes as a way for improving their perspectives for employment, personal development, and career development	3.00	3.00					
In 1.2.1	The degree to which students in focus groups expressed an improvement of their perspectives and prospects through the programme	3.00	3.00	Significant personal and labour market perspectives	Significant personal development and further study perspectives	Personal development	no difference	Convergence of perspectives of young Syrians in the programme (SPARKS & HOPEs) and Syrians in DAFI. A survey between DAFI scholars and 35 other young Syrians not studying 90% of the DAFI scholars optimistic outlook against only 45% of the other .
JC 1.3	The programmes have a clear picture of the relevant labour markets and the programmes have responded to it by steering scholarships towards the relevant areas of study, at the appropriate level and quality	2.33	2.33					
In 1.3.1	A regularly updated monitoring framework that captures key labour market information on vacancies, national unemployment levels, ease of access and integration in the regional labour market for refugees is developed and used by the EUTF programmes	2.00	2.00	Monitoring framework captures all key information	Monitoring Framework captures partially	Ad hoc gathering of information	No monitoring	SPARK Labour market research report annually updated. HOPEs gets updated on the latest market information from NGO communities networks and Ministry of Labour statistics.
In 1.3.2	EUTF programmes have mechanisms to select the best quality study programmes that build the relevant competencies to enhance future prospects for students	2.00	2.00	A transparent mechanism aligns best quality to relevant competence	The mechanism allows students to judge and choose	Based on professional judgement by PRG management	No mechanism	Price quality trade-off for both programmes
In 1.3.3	The EUTF programmes provide relevant counselling and support services to guide students through the study pathway (study choice, application process, preparation, study methodology and support and career coaching	3.00	3.00	Consistent provision of the full package	Consistent provision of partial package	On call services and support	inadequate support	
EQ 2: REL	To what extent do the EUTF-funded HE programmes provide opportunities to access and successfully participate in higher and further education to those who most need it within the Syrian refugee community and vulnerable youth from the host community?	2.25	2.25					
JC 2.1	The age brackets defined in the programmes are appropriate	3.00	2.00					
In 2.1.1	# of accepted students by age / # of applications by age	3.00	2.00	Vulnerability GPA Age bracket	GPA Vulnerability Age bracket	Age bracket Vulnerability GPA	Age bracket GPA Vulnerability	Stricter Age brackets for SPARK
JC 2.2	Targeting and selection criteria that sufficiently flexible and realistic to allow access to those who most need it and provide effective support to overcome barriers to entry to HE.	2.50	2.50					
In 2.2.1	List of barriers effectively eliminated by the EUTF programmes	3.00	3.00	All identified barriers eliminated and new ones addressed	Most important barriers are eliminated and new ones addressed	Important barriers are still in place	Lack of alignment	waivers by government and universities
In 2.2.2	# of students accepted that do not fully fall within the set criteria	2.00	2.00	Outreach and application process is inclusive	Limited outreach coverage with inclusive application process	limited outreach and restricted application process	exclusive outreach and application process	Given the huge demand, there is no need to accept applicants outside the criteria.
JC 2.3	The EUTF programmes have adequate measures in place to reduce drop out rates.	1.00	2.00					
In 2.3.1	Average dropout rates by EUTF programme (intake 1 across levels)	1.00	2.00	Less than 10%	10- 20%	21- 30%	30%+	according to the report
JC 2.4	EUTF programme records and external sources show that access is being given to local vulnerable youth	2.50	2.50					
In 2.4.1	% of students accepted compared to demand for each target group	2.00	1.00	31-40%	21-30%	10-20%	Less than 10%	
In 2.4.2	EUTF programmes have verifiable vulnerability criteria for screening local youth	3.00	4.00	From official reliable verification mechanism	From documents plus other secondary source	Selfdeclared with own verification	From self declared	



SCORECARD IRAQ - KRI		PRG		Descriptors					
		HOPEs	SPARK	4	3	2	1		
EQ 3: EFFECT	To what extent have EUTF-funded HE programmes been effective in achieving their desired results within the national context?	3.17	3.17						
JC 3.1	The EUTF programmes operate a consistent and effective result chain which is adjusted timely to changes in the context	4.00	4.00						
In 3.1.1	% achievement according to EUTF programme progress and result indicators	4.00	4.00	Timely achievement of all indicators	Timely achievement of most important indicators	Delayed achievement of most important indicators	Limited achievement of most important indicators	HOPES has only scholarship targets which it exceeds	
JC 3.2	National HE authorities / institutions and the EUTF programmes have a mutually beneficial relationship in overcoming the constraints and capitalising on the benefits stemming from the EUTF programmes and from national policies.	3.00	3.00						
In 3.2.1	# barrier-eliminating waivers/agreements achieved / # of barriers added.	3.00	3.00	State and PRG work closely together to obtain a comprehensive package of official waivers and elimination of barriers	PRG negotiates state waivers and eliminates barriers where possible	PRG has no influence on the state and finds ways to alleviate barriers	State is adding barriers and PRG struggle to adapt		
JC 3.3	Secondary effects of EUTF programmes on the national HE system and context are regularly monitored, documented and where possible, acted upon	2.50	2.50						
In 3.3.1	Impact monitoring documentation exists in the EUTF programmes y/n	2.00	2.00	Impact monitoring framework captures all key information	Impact monitoring framework captures information partially	Ad hoc gathering of impact information	No impact monitoring		
In 3.3.2	# and types of initiatives that emerge from stakeholders and beneficiaries in response to those secondary effects.	3.00	3.00	Timely responses initiated by stakeholders and beneficiaries	Delayed responses emerge from stakeholders and beneficiaries	PRG has to prompt stakeholders and beneficiaries to respond	PRG has to solve secondary effects or leave them unaddressed	National Stakeholders Dialogue, spontaneous student associations,	
EQ 4: EFFECT	To what extent are regionally managed programmes more effective or not than nationally managed programmes?	0.00	0.00						
JC 4.1	The review of advantages and disadvantages of the different approaches inform whether the programmes work well as a portfolio of options and solutions or other options have to be considered	0.00	0.00						
In 4.1.1	Comparative scores of each option							This question cannot be rated in the scorecard	
EQ 5: EFFIC	To what extent do the approaches & modalities determine the cost efficiency of the respective EUTF-funded HE programmes and how do they compare?	3.00	3.00						
JC 5.1	The review of the different approaches and modalities[1] inform whether they determine cost efficiency significantly and if so, which approach and set of modalities can be considered more cost efficient.	3.00	3.00						
In 5.1.1	Comparative per student cost for comparable service levels	3.00	3.00	Cost efficient while offering additional advantages for stakeholders and beneficiaries	Cost efficient without significant disadvantages for stakeholders and beneficiaries	Cost efficient with significant disadvantages for stakeholders and beneficiaries	Less cost efficient without significant advantages for stakeholders and beneficiaries	SPARK has negotiated lower fees and capped them in spite of the parallel system that has now emerged with much higher fees. HOPES has 3 times more scholarships than planned which indicates that HOPES has made savings against budgeted. SPARK exceeds with only 14%,	
EQ 6: COH	To what extent is the EUTF-funded HE programme portfolio complementary, does it avoid gaps and duplication?	2.00	2.00						
JC 6.1	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication in terms of scholarships, disciplines, support services, financing mechanisms, target groups / stakeholders, geographical coverage, and eligibility criteria	2.00	2.00						
In 6.1.1	Degree of overlaps and gaps in the mapping	2.00	2.00	Intended high complementary without gaps or duplication	Coordinated self optimisation with some gaps or duplication	Uncoordinated parallel self optimisation with some gaps or duplication	Parallel functioning with self optimisation regardless of coherence	HOPES covers BA, MA and recently TVET. MA and TVET numbers very low. SPARK covers institute TVET and BA	
EQ 7: COH	To what extent are there complementarities and synergies with other EU and non-EU instruments (DAFI, ENI, EAC/Erasmus+, DCI) and have these been taken into account?	2.00	2.00						
JC 7.1	The EUTF programmes show a high degree of complementarity and a minimum degree of duplication with other relevant programmes	2.00	2.00						
In 7.1.1	Degree of overlaps and gaps in mapping	2.00	2.00	Intended high complementary without gaps or duplication	Coordinated self optimisation with some gaps or duplication	Uncoordinated parallel self optimisation with some gaps or duplication	Parallel functioning with self optimisation regardless of coherence	info exchange with DAFI	
JC 7.2	Regular coordination meetings amongst the different EU and non-EU HEI programmes targeting young Syrian refugees produce joint or complementary initiatives	2.00	2.00						
In 7.2.1	Existence of joint or complementary initiatives	2.00	2.00	A comprehensive framework of joint initiatives produces synergies	Coordination efforts produce some joint initiatives	Coordination produces information exchange	No coordination	HE working group meetings	



SCORECARD IRAQ - KRI		PRG		Descriptors				
		HOPEs	SPARK	4	3	2	1	
EQ 8: SUS	What are the implications for the sustainability of the EUTF programmes under different scenarios for Syria?	2.50	2.50					
JC 8.1	The EUTF programmes have incorporated the response to several potential scenarios for the Syrian refugees.	2.00	2.00					
In 8.1.1	Possible scenarios shape the programme design (y/n)	2.00	2.00	PRG design is aligned to creating multiple perspectives for different possible scenarios	PRG design mainly geared towards job perspectives in the current environment or return to Syria	PRG designs mainly geared to high levels of access to HE and output of graduates with relevant competencies	PRG designs mainly geared to high levels of access to HE and output of graduates	scenarios: return and reconstruction, and integration in the host community.
JC 8.2	There is an increase in the amount of national programmes targeting young Syrian refugees and access to HE foreseen over the next 5 years	3.00	3.00					
In 8.2.1	Amount of funding foreseen over the next 5 years scholarships and other HE programmes for Syrian refugees by national governments	3.00	3.00	Host country funding in place or PRG activities generate complementary funding and actions from host nation	PRG activities generate request for inclusion of host country vulnerable youth and facilitating action for SR	PRG activities generate reluctance and requests for inclusion of host country vulnerable youth	PRG activities generate obstruction from host country government	
EQ 9: ADV	To what extent do the EUTF programmes ensure the visibility of EU funding to the target groups and stakeholders?	3.00	2.50					
JC 9.1	Target groups and stakeholders have a strong awareness of the opportunities provided and the perspectives it offers.	3.00	2.50					
In 9.1.1	Degree of awareness and sense of opportunity amongst students in focus groups	3.00	3.00	Strong sense of opportunity with strong associated EU awareness	Strong sense of opportunity with moderate associated EU awareness	Strong sense of opportunity with little associated EU awareness	Weak sense of opportunity with little associated EU awareness	
In 9.1.2	EU visibility on government and university communications related to the EUTF programmes and on EUTF programmes' communication itself.	3.00	2.00	Highly dominant	Highly visible among implementor branding	Visible at par with implementor branding	Overshadowed by implementor branding	
EQ 10: ADV	What types of EU added value can be distinguished and at what levels do they have a significant effect?	1.50	1.50					
JC 10.1	The evaluation as a whole shows the positive effects in terms of coherence and relevance of the of the EUTF programmes with other EU instruments and have expanded the scope for a more comprehensive EU support to HE in the region.	2.00	2.00					
In 10.1.1	The EUTF regional approach has increased the awareness of the need for national qualification frameworks, recognition of degrees and transferability of credits across the region	2.00	2.00	Increased awareness triggers national and regional initiatives	Increased awareness generates national and regional consultations	Some growing awareness without action	No increased awareness	
JC 10.2	The EU programmes have created a regional HE response to the Syrian refugee crisis.	1.00	1.00					
In 10.2.1	No. of regional level meetings sponsored by the EU.	1.00	1.00	More than 5	More than 3	two	one	
In 10.2.2	Frequency of national media reports on EU HE initiatives	1.00	1.00	Monthly mentions	Quarterly mentions	Six monthly	Annual	More DAFI than EUTF



Annex A8 – List of interviews

Organisation	Persons interviewed
TURKEY	
British Council	<ul style="list-style-type: none"> Cherry Gough Obe, Country Director Gözde Bedirhanoğlu Gürtürk, HOPES In-Country Coordinator Harry Haynes, regional Project Manager, HEEAP
Council for Higher Education (YÖK)	<ul style="list-style-type: none"> Prof Rahmi Er, Deputy President Prof Elif Huntürk, Academic Specialist, H.E. Project Development & Support Mehmet Nezir Gül, General Director, Ministry of National Education, Directorate General of Lifelong learning
Çukurova Üniversitesi	<ul style="list-style-type: none"> Mr Faruk Yildirim Dr Rana Yildirim, Vice-Head, International Office
EUD Turkey	<ul style="list-style-type: none"> Steven De Vriendt, International Cooperation Officer, Facility for Refugees in Turkey Robert Whitby, International Cooperation officer, Facility for Refugees in Turkey
Gaziantep Üniversitesi	<ul style="list-style-type: none"> Dr Emrah Cinkara, Director, School of Foreign Languages Prof Dr Sehmus Demir, Vice President
HOPES Turkey	<ul style="list-style-type: none"> Hande Gürdag, Country Manager Doaa Balfakih, Call for Proposals Office
Istanbul Aydın University	<ul style="list-style-type: none"> Prof Dr Cela Nazim Irem, Associate Dean, Chairman, Political Science and International Relations Dr Bahar Dilsa Kavala, UNESCO Chair in Cultural Diplomacy, Governance and Education, Associate Director
Istanbul University	<ul style="list-style-type: none"> Yeşim Özer, Chair of International Academic Relations Department Aysegül Komsuoglu, Dean
Mersin University	<ul style="list-style-type: none"> Dr Yücel Uysal, Director of School of Foreign Languages
Prime Minister's Office	<ul style="list-style-type: none"> Nuri Dilekci, Expert, Responsible for Labour and Economic Sector of the EU Facility for Refugees in Turkey Prof Dr Hakan Yılmaz, Senior Monitoring and Evaluation Expert, EU Facility for Refugees in Turkey Melik Özsoz, Head of Department, Responsible for M&E of the EU Facility for Refugees in Turkey Osam Kocaman, expert, Responsible for Education Sector of the EU Facility for Refugees in Turkey
SPARK team	<ul style="list-style-type: none"> Ibrahim Timurtas, Turkey Projects Coordinator Subhe Mustafa
UNHCR Türkiye	<ul style="list-style-type: none"> Berkan Toros, Associate Programme Officer Jennifer Roberts, Senior Education Officer
Wantan Foundation	<ul style="list-style-type: none"> Weam Mohammed Bashar Alsabsabi, Procurement & Logistics Manager Musab Alsayedismail, Donor Relations Coordinator Mohammad Najem, Deputy Country Director for Programs
YTB	<ul style="list-style-type: none"> Zahide Erdogan, Head of Department, Department of Strategy Development
Yuva Association	<ul style="list-style-type: none"> Gülistan Koc, Vocational Education Officer Ebru Acıkgöz Güler, Education Manager Seda Cavusoglu, Finance Group Manager Özge Sönmez, Programme Manager, Syrian Refugees Programme
JORDAN	
Al-Quds College / Luminus Education (GJU partner)	<ul style="list-style-type: none"> Dr Ayman M. Maqableh, Dean Ms Yara Younes, Project Manager & Business Development Consultant
British Council	<ul style="list-style-type: none"> Ms Sahar Alhaj Ali, In-Country Coordinator, Higher Education English Access Programme Mr Joel Bubbers, Director, Jordan & Levant Cluster Lead



	<ul style="list-style-type: none"> Ms May Abuhamdia, Deputy Director Ms Claire Duly, Head of English Partnerships
EUD Jordan	<ul style="list-style-type: none"> Maria Rosa Vettoretto, Attaché Jacob Arts
German-Jordanian University EDU-SYRIA GJU Team	<ul style="list-style-type: none"> Dr Dhiah El Diehn I. Abou-tair, Associate Professor, EU Higher Education Programme Manager Ms Sana' Farraj, Director of the Financial Department Mr Fawwaz Al-Saqqar, Assistant to the Dean of Student Affairs Prof Dr Manar Fayyad, President
HOPES Jordan	<ul style="list-style-type: none"> Dr Abdel Nasser Hindawi, Scholarships and Counseling Manager & Deputy Project Director Ms Rania Helou, Education Project Manager Ms Wisam Barhoumeh, Project Management Unit Officer Ms Israa Muhiesen, Education Project Manager
Jordanian University of Science and Technology (JUST) (GJU partner and HEEAPS partner)	<ul style="list-style-type: none"> Dr Borhan Albis, Dean of graduate studies Dr Fathi Meqdadi, Director of Language Centre
Kiron	<ul style="list-style-type: none"> Allison Church, Director of Regional Programme MENA, Programme Coordinator PADLEIA Project
Ministry of Higher Education and Scientific Research	<ul style="list-style-type: none"> Prof Ahed Al-Wahadni, Secretary General
SPARK Jordan	<ul style="list-style-type: none"> Ms Judith Vollebregt
UNHCR DAFI scholarships in Jordan	<ul style="list-style-type: none"> Ms Zeina Jadaan, Head of Education Team and Protection National Officer Dr Awad Al Shiekh, Education Associate Ms Tamara Bakez, Education Associate
University of Petra (HOPES scholarship partner)	<ul style="list-style-type: none"> Dr Ali Maqousi, Director, Office of External Funding Office, Deanship of Scientific Research Prof Dr Mohammad Anani, Vice-President, Dean – Faculty of Arts and Sciences Mr Alaa Aldeen Arabiyat, Director of Department of Public & International Relations Dr Marwan El-Muwalla, President
Yarmouk University (HOPES Cfp partner and GJU partner)	<ul style="list-style-type: none"> Dr Ahmed El-Eroud, Deputy Director of the Refugee Center Studies Dr Mof Otoom, Head of International Relations and Projects Office
Zarqa University (GJU partner)	<ul style="list-style-type: none"> Dr Khaled Hamaidah, Registrar General
LEBANON	
American University of Beirut	<ul style="list-style-type: none"> Brooke Atherton El-Amine, Civic Engagement Programs Administrator Rabih Shibli, Director, Center for Civic Engagement and Community Service, American University of Beirut Tamer Amin, Associate Professor in the Department of Education and Director of the Science and Mathematics Education Center, American University of Beirut Rabih El Mouhayer, Associate Professor in the Department of Education and Director of Mathematics in the Science and Mathematics Education Center, American University of Beirut Basma Cheikh, Projects Manager, Kayany Foundation Lamia Masri, project Manager, Kayany Foundation
Arab Open University (SPARK partner)	<ul style="list-style-type: none"> Dr Yara Abdallah, Assistant Director for Academic Affairs
British Council	<ul style="list-style-type: none"> Manal Rahal, Projects Manager Lebanon Fiona Pape, Regional Head of English for Education Systems (EES) – MENA Rasha Nasreddine, Acting Country Director Syria
Erasmus+	<ul style="list-style-type: none"> Dr Aref Alsooufi, Coordinator
EUD Lebanon	<ul style="list-style-type: none"> Ryan Knox, Project Officer EUTF Lebanon Abel Piqueras, Education and Social Sector Programme Manager



	<ul style="list-style-type: none"> Vera Morandini, International Cooperation Officer (EU Delegation to Syria)
Higher Education Expert	<ul style="list-style-type: none"> Hana El Ghali, Senior Programme Coordinator and Lecturer, American University of Beirut
HOPES Lebanon	<ul style="list-style-type: none"> Ms Nayla Abi Nasr, Regional Communication Manager, Country Manager Lebanon Ms Mia Debs, Communication & Events Manager Ms Rania Helou, Education Project Manager Ms Dora Abou Mitri, Education Project Manager
Lebanese International University (SPARK partner)	<ul style="list-style-type: none"> Dr Ali Tarabay, Vice President of Academic Affairs Dr Anwar Kawtharani, Dean, School of Education
The Lebanese Organisation of Studies and Training (LOST)	<ul style="list-style-type: none"> 'Assem Chraif, Vice President
Lebanese University (HOPES scholarships partner)	<ul style="list-style-type: none"> Dr Zeinab Saad, General Coordinator, International Relations Office Dr Jean Daoud, Professor
Ministry of Education and Higher Education, DG of Higher Education	<ul style="list-style-type: none"> Dr Ahmad Jammal, General Director
SPARK Lebanon	<ul style="list-style-type: none"> Hiba Hamadeh, Country Manager
Terres des Hommes Italy	<ul style="list-style-type: none"> Rami Kassis & Carla Lucia Leone, DAFI Scholarship Programme - Project Officer
UNHCR	<ul style="list-style-type: none"> Agatha Abi Aad, Associate Education Officer
UNRWA	<ul style="list-style-type: none"> Michel Samir Salameh, Project Manager, Scholarship Unit Joseph Burke, Head, Donor Relations & Projects Unit (acting) Angie Thadani, Education Emergency Project Manager
Iraq (telephone interviews)	
Arab International University	<ul style="list-style-type: none"> Prof Dr Sulaiman Mouselli, Dean of the Faculty of Business Administration
Bayan University	<ul style="list-style-type: none"> Dr.Wasan Adnan Hashim, Head of Computer Science Department
Darya organization, DAFI Project	<ul style="list-style-type: none"> Mohammad Amin, CEO, DAFI Project Manager
Duhok Polytechnic University	<ul style="list-style-type: none"> Ammar Essam, Professor
Erasmus+ Syria	<ul style="list-style-type: none"> Ahmad Firas Hamadeh, Deputy Head of NEO, Syria
HOPES Iraq (British Council)	<ul style="list-style-type: none"> Dr Salman Turki, Education Project Manager
Ministry of Higher Education	<ul style="list-style-type: none"> Amanj Saeed, Senior advisor to the minister Sartip Khalis Hussein, Director of Studies
SPARK Iraq	<ul style="list-style-type: none"> Hogar Bebane, Higher Education coordinator
Tishreen University	<ul style="list-style-type: none"> Prof Dr Neruda Barakat, Lecturer of Materials Science and Engineering, Director of the Career Centre
UNHCR Iraq	<ul style="list-style-type: none"> Zhela Rashid, Scholarship Officer
Brussels	
DG NEAR	<ul style="list-style-type: none">
DG Education and Culture	<ul style="list-style-type: none"> Claire Hermann, Unit C/3 – International Cooperation
Europe (Skype)	
HOPES	<ul style="list-style-type: none"> Carsten Walbiner, Programme Director



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